

Officer Report to Committee

Application ref:	23/0848
Ward:	Bloomfield
Application type:	Full major application
Location:	SITE BOUNDED BY THE PROMENADE, ST CHADS ROAD, WOODFIELD ROAD AND BOLTON STREET BLACKPOOL, FY1 6BN
Proposal:	Erection of a part 5, part 6 storey hotel with 143 bedrooms and ancillary facilities, with car parking to rear accessed from Woodfield Road and landscaped external seating area to front.
Recommendation:	Grant permission subject to conditions
Recommendation Summary:	The application seeks to redevelop a prominent, vacant site on Blackpool Promenade to provide modern visitor accommodation. The proposed hotel would be well designed and would help to regenerate this area of the Promenade and the wider resort as a tourism destination, and this weighs significantly in favour of the scheme. The scale of the building would have no greater impact on residential and visitor amenities of surrounding properties that St Chads Terrace which previously occupied the site. On site car parking would be limited but managed and the site is in a highly accessible location. No other issues that weigh notably in the planning balance have been identified. 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:	9 April 2024
Reason for bringing to Committee:	Major application of general public interest
Case officer:	Clare Johnson
Case officer contact:	01253 476224

1.0 SITE DESCRIPTION

- 1.1 The 0.27ha application site is a roughly rectangular and recently cleared site bound by Woodfield Road to the north, St Chads Road to the south, Bolton Street to the east and the Promenade to the west. The site slopes gently towards the Promenade and is surrounded by

hoarding apart from parking spaces which are accessed off the Promenade. It is assumed these are managed by the Lyndene Hotel to the north as both sites are under the same ownership.

- 1.2 The site previously accommodated St Chads Terrace, which was a four storey block of holiday accommodation, dominated by St Chads Hotel, but also comprising the Lyric Hotel, Regency Holiday Flats and café. To the rear there were four, four storey outriggers which projected to within approximately 3.8m-4.6m of Bolton Street.
- 1.3 This part of the Promenade is dominated by holiday accommodation with surface level car parking on front forecourts, accessed directly off the Promenade. The site benefits from being on the Promenade, centrally located between South Pier, the Sandcastle and the Pleasure Beach to the south and Blackpool Tower, Central Pier and Town Centre attractions to the north. To the east, there are long terraced rows of three-storey, smaller scale holiday accommodation on St Chads Road and Woodfield Road and there is a small two storey converted dwelling to the rear on Bolton Street. The Skye Oceans Hotel to the south of St Chads Road features on the local list and is a non-designated heritage asset.
- 1.4 St Chads Road runs one way from Lytham Road towards the Promenade and has parking bays along the south side of the road, and double yellow lines along the north. The northern pavement is shared by pedestrians and cyclists. Woodfield Road is two-way with parking along the south and double yellow lines along the north. Bolton Street is very narrow but is nevertheless open to two-way traffic but has double yellow lines along both sides.
- 1.5 The site is within the South Beach Promenade Frontage (Main Holiday Accommodation Promenade Frontage) in the Holiday Accommodation Supplementary Planning Document. The site is also within the Resort Core, the Defined Inner Area and the Aerodrome Safeguarding zone.
- 1.6 The building itself would be in Flood Zone 1 but the front of the site is within Flood Zone 3. The site is at low risk of surface water or reservoir flooding. No other designations or constraints are identified.

2.0 PROPOSAL

- 2.1 The application is for full planning permission for the erection of a part 5, part 6 storey hotel with 143 bedrooms (10 of which would be wheelchair accessible) and ancillary facilities, with 23 car parking spaces to the rear accessed from Woodfield Road and a landscaped external seating area to front with public art provision.
- 2.2 The building would present a 61.5m wide frontage along the Promenade. The five storey element would be around 17.7m tall, the six storey element would be around 20.5m tall. Louvered roof top plant screens would be set back from the elevations by at least 3.2m and would give the building a maximum height of around 21.8m.
- 2.3 The application has been supported by:
 - Planning Statement
 - Design and Access Statement
 - Flood Risk Assessment
 - Drainage Strategy
 - Noise Impact Assessment
 - Transport Assessment

- Framework Travel Plan
- Service Management Plan
- Construction Management Plan
- Landscape Strategy Document
- Energy Statement and BREEAM Report
- Statement of Community Involvement
- CGI's

3.0 RELEVANT PLANNING HISTORY

- 3.1 23/0218 – Full planning application for the demolition of existing buildings including St Chads Hotel, Lyric Hotel, Regency Apartments and cafe and erection of 2.4m high Heras Fencing and hoardings to boundary. Approved 31/05/2023
- 3.2 19/0056 - 429 - 437 Promenade, Blackpool, FY1 6BQ (approximately 400m away, to the north of the application site) - Erection of part four, part five-storey hotel to provide 104 guest bedrooms an ancillary cafe/restaurant unit at ground floor level and parking to the rear with vehicular access taken from Commercial Street following clearance of the site. Approved 03/04/2019. Construction commenced and stalled, but currently being marketed.
- 3.3 No other relevant planning history has been identified.

4.0 RELEVANT PLANNING POLICY/GUIDANCE/LEGISLATION

4.1 National Planning Policy Framework (NPPF)

4.1.1 The NPPF was last 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 9 Promoting Sustainable Transport
- Section 11 Making Effective Use of Land
- Section 12 Achieving well-designed places
- Section 14 Climate Change, Flooding, & Coastal Change
- Section 15 Conserving and Enhancing the Natural 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 Blackpool Local Plan Part 1 was adopted in January 2016. The following policies are most relevant to this application:

- CS1 Strategic Location of Development
- CS5 Connectivity
- CS6 Green Infrastructure
- CS7 Quality of Design
- CS9 Heritage
- CS9 Water Management
- CS10 Sustainable Design and Low Carbon and Renewable Energy
- CS11 Planning Obligations

- CS21 Leisure and Business Tourism
- CS23 Managing Holiday Bed Spaces

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 policies are most relevant to this application:

- DM10 Promenade and Seafront
- DM17 Design Principles
- DM19 Strategic Views
- DM21 Landscaping
- DM25 Public Art
- DM28 Non-designated Heritage Assets
- DM31 Surface Water Management
- DM35 Biodiversity
- DM36 Controlling Pollution and Contamination
- DM41 Transport Requirements for New Development
- DM42 Aerodrome Safeguarding

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.

4.6.2 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.

4.6.3 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.

4.6.4 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.

4.6.5 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.

4.6.6 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.
- 4.6.7 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.
- 4.6.8 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.
- 4.6.9 Holiday Accommodation Supplementary Planning Document (SPD) - this document was adopted in November 2017 as a revision to the original version adopted in March 2011. It sets out the Council approach to proposals for or relating to holiday accommodation and identifies the safeguarded holiday accommodation areas.

5.0 CONSULTEE RESPONSES

- 5.1 **Environment Agency (EA):** The EA has no objection to the proposed development but confirm that part of the red edge boundary is within Flood Zone 3. While the application boundary falls within Flood Zone 3, no development is proposed within Flood Zone 3. It will be for the Local Planning Authority to decide whether or not the FRA as submitted complies with the requirements of the standing advice for local planning authorities where required and / or that the risk of flooding from other sources is adequately assessed.
- 5.2 **Blackpool Airport:** The Airport has requested the imposition of their standard crane advice condition.
- 5.3 **NATS Safeguarding:** The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal. However, NERL should be consulted on any changes to the scheme.
- 5.4 **Electricity North West:** Issued their standard advice in relation to underground and overhead services.
- 5.5 **Lancashire Fire and Rescue:** Offered their standard Building Regulations access and water supply requirements.
- 5.6 **United Utilities:** United Utilities is accepting of the drainage strategy and has requested the imposition of conditions relating to its' implementation and ongoing maintenance and management.
- 5.7 **Police Architectural Liaison Officer:** We would advocate that the installation be designed and constructed using the security principles and security rated products as stated in the attached SBD 'COMMERCIAL DEVELOPMENTS 2023' Design Guide. Further details about Secured By Design, including application forms and security specifications can be found at www.securedbydesign.com. It appears this proposal is seeking to achieve a BREEAM – Very

Good Rating, the BREEAM report confirms that SBD principles are being considered for this development which is positive.

- 5.8 **Environmental Protection:** No land contamination concerns. Officers agree with the recommendations of the noise assessment. With regards to the construction management plan, Environmental Protection would support the following:

Mon - Friday - 8am - 6pm

Saturday 9am - 1pm

Sunday and bank holidays - no working

5.9 Local Highway Authority

- 5.9.1 The site layout diagram in the CTMP is clearly generic or from somewhere else with rather more space. The compound would be, mainly, the future car park. For example, given the shape of that area it would be impractical to have site car parking and many cabins and a wheel wash and allow larger vehicles to turn. Consequently it is considered that a CMP must be conditioned when a contractor is appointed.

- 5.9.2 The site access, for the period during construction, would need a Highways Act permission and approval of construction details, unless it can be agreed that what is there is adequate. That can be done at the same time as the contractor's CMP. It can be amended to the permanent version under the s278 agreement.

- 5.9.3 The documents rely on a loading bay in Woodfield Road, the geometry of which has been discussed at length. The concept can be supported as can the documents' explanations of how it will work. Concern remains that the bay and remaining carriageway would be barely sufficient for a large vehicle to pass whatever is in the bay. In addition, it would be inappropriate and impractical to reserve the bay solely for the hotel's use. It would also be inappropriate for the Council to introduce a bay that a reasonable range of larger vehicles could not get past.

- 5.9.4 In order to avoid delaying the processing of the application, it is suggested that the s278 works would include the minor works proposed on the radius, the various repaving works and alterations to kerb heights, access works and any necessary enabling works to facilitate the introduction of a loading bay. Such enabling works might have to include a minor widening of the Woodfield Road carriageway if detailed design work demonstrated that the available width is insufficient.

- 5.9.5 A condition is necessary requiring a scheme of off-site highway works comprising:
- Construction of a permanent access to the parking area
 - Amendments to paving and kerb heights on frontages
 - Works to improve the northern radius at the junction of the Promenade and Woodfield Road
 - Works to facilitate the introduction of a loading bay
 - Consequent Traffic Regulation Orders
 - Consequent or temporary amendments to street lighting

- 5.9.6 The access design would need to be changed, through the s278 agreement, to incorporate a fully dropped crossing and not dropped radii. The drawings need not be altered for planning purposes however.

5.9.7 With regards to the submitted Framework Travel Plan, the final document would need to be agreed. The Framework Travel Plan is comprehensive and if the full Travel Plan (when submitted) implements the facilities/methodologies discussed, then the Travel Plan should be acceptable subject to the provision of a drying room/facility for wet clothing to complement the facilities for cyclists/pedestrians.

5.10 **Lead Local Flood Authority:** Any comments will be reported in the Update Note.

5.11 **Head of Parks and Greens:** The Landscape Strategy Document looks good. However, this is only a concept and a full planting specification and planting plan would need to be conditioned. Some of the tree species may require revision at this point to ensure suitability.

5.12 **Conservation Officer:** The proposed hotel is not within a conservation area, nor within the setting of a designated heritage asset. It would not distract from views north towards the Tower. The nearest undesignated heritage asset is the locally listed Skye Oceans Hotel, 335 Promenade. This is a four storey hotel and, although there would be some visual impact, the harm would be less than substantial. Therefore, notwithstanding any other policy considerations, no objection is raised.

6.0 REPRESENTATIONS

6.1 Press notice published: 08/12/2023

6.2 Site notice published: 12/12/2023 and again 11/02/2024

6.3 Neighbours notified: 30/11/2023

6.4 14 objections have been received from the following properties:

- 1-3, 4 (x2), 8 and 32 Woodfield Road
- 14 Wellington Road
- 9, 15, 24, 26 and 28 St Chads Road
- 42 King Edward Avenue
- 70 Hornby Road
- A property on Alexandra Road

6.5 These representations raise the following issues:

- Loss of bookings/revenue as a result of the demolition/construction;
- The car park is close to guest bedrooms and will generate noise at all hours;
- Since the demolition, the road markings have worn away and so drivers from each direction assume they have right of way.
- The Bolton Street/Woodfield Road and St Chads Road junctions are already hazardous and there have been several accidents due to speeding drivers not giving way or going the wrong way on the one way street;
- In the height of the season there are many car and coach drivers looking for places to park causing congestion and there are not enough parking spaces proposed for the number of bedrooms;
- The lack of on-site parking will result in more congestion and illegal parking and make it more difficult for residents of Woodfield Road and St Chads Road to park;

- The previous hotels on the site did not have enough parking but the parking was at the front and so did not impact on Bolton Street;
- There should be a parking space for each room;
- Additional properties should be bought and levelled to be used as car parking;
- The site should become a multi-storey car park for the Lyndene and paying customers
- Woodfield Road could be made one-way and provided with resident only parking in mitigation;
- All of these big new modern hotels will put smaller hotels out of business;
- If approved, this will set a precedent for the re-development of the Lyndene next door leading to the more of the same problems;
- A modern four storey building would be better;
- Disruption, noise, traffic and inconvenience during the building process;
- Local businesses have already suffered due to the demolition of the buildings which resulted in filth and grime;
- No one could sit outside due to dust and unbearable noise during the demolition of the buildings;
- Windows had to be washed daily at own expense during the demolition of the buildings and all of the plants died and cars got scratched by dust and debris;
- The hotel would impact on views from hotels on St Chads Road;
- The height of the building would result in loss of light and poor outlook from adjacent guest bedrooms;
- The six storey hotel would block out sunlight and daylight from hotels on Woodfield Road and St Chads Road;
- The Council are not looking after traditional B&Bs;
- A more traditional Victorian façade would appeal to Blackpool;
- The building would look out of place and would ruin the Promenade;
- The building would dwarf B&Bs behind;
- We would need assurances that when the final application is approved that there will be a residents meeting and updates

6.6 The Committee is respectfully reminded that issues relating to loss of view, potential impact on property prices or preference for an alternative scheme or no development are not valid planning considerations.

6.7 Although of a similar design, it should be noted that the CGI used by the press is of a seven storey hotel and not the part five/part six storey hotel proposed. A replacement hotel on the site has been the subject of several pre-application meetings and various designs and scales have been drafted and discussed. Officers advised the applicant that a seven storey hotel was too high in its context and gave further advice on design and layout and the current scheme reflects that advice.

7.0 ASSESSMENT

7.1 Principle

7.1.1 The site is within the Resort Core and South Beach Holiday Accommodation Area, around 1km to the south of the Town Centre and a hotel is a Main Town Centre Use as defined by the NPPF. However Policy CS1 confirms that Blackpool's future growth, development and investment will be focused on Inner Area regeneration, including in the Resort Core which is home to the majority of resort attractions, facilities and holiday accommodation.

- 7.1.2 Furthermore, in order to physically and economically regenerate Blackpool's Town Centre and Resort Core and to strengthen the resorts appeal to attract new audiences year round, Policy CS21 focuses new visitor accommodation in these areas and the defined Holiday Accommodation Areas. Policy CS21 also supports development along the Promenade which complements the high-quality public realm investment and to enhance the appearance of the seafront.
- 7.1.3 Policy CS23 seeks to manage a reduction in the oversupply of poor quality holiday bed-spaces by supporting new holiday accommodation within main Holiday accommodation Areas. Although demolished in 2023, it is understood that the previous holiday accommodation within St Chads Terrace comprised around 110 hotel bedrooms and 17 holiday flatlets, all of which were dated, with a poor and incoherent layout, narrow internal corridors and floors on different levels, too many stair and lift cores, and would generally not meet modern visitor expectations or requirements. Re-use of the building was considered by the applicant to be unfeasible.
- 7.1.4 The proposed hotel would have 143 en-suite bedrooms so there would be an increase in holiday accommodation by around 16 rooms. The hotel bedrooms would be on the upper floors. On the ground floor there would be ancillary facilities including a reception and bar area, a hotel restaurant, and back of house services.
- 7.1.5 Given that the site is within the Resort Core and that the bar/restaurant would be ancillary to the main use of the building as a hotel, it has not been considered necessary to require an Impact Assessment (Policy DM15 refers) to establish and mitigate any impacts on the Town Centre or other defined centres.
- 7.1.6 There has been a hotel on the site for over 100 years and the site is surrounded by holiday accommodation. Given the above, the principle of replacement hotel development in this location is acceptable.

7.2 Visual impact

- 7.2.1 Para 131 of the NPPF states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Para 135 states 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. They should be visually attractive as a result of good architecture and effective landscaping and sympathetic to the surrounding built environment whilst encouraging appropriate innovation or change. Para 135 goes on to state that development should establish or maintain a strong sense of place, using building types and materials to create attractive, welcoming and distinctive places to live work and visit which are safe, inclusive and accessible.
- 7.2.2 The National Design Guide and the National Model Design Code illustrate how well-designed places that are beautiful, healthy, greener, enduring and successful can be achieved in practice. The National Design Guide puts an emphasis on beauty and confirms that well-designed places are based on a sound understanding of the features of the site and the surrounding context, integrated into their surroundings so they relate well to them, influenced by and influence their context positively.
- 7.2.3 Policy CS7 requires new development in Blackpool to be well designed, and to 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. Development should provide public and private spaces that are well-designed, safe, attractive, and complement the built form and contemporary and innovative expressions of design will be supported, where appropriate. Policy DM17 sets out further, more detailed design guidance and confirms that new development on the Promenade should not be less than four storeys tall.

- 7.2.4 Policy CS21 supports new development along the Promenade's built frontage which complements the high quality public realm investment along the promenade to enhance the appearance of Blackpool's seafront. Policy DM10 supports proposals which further improve the appearance and economic function of the Promenade and seafront east of the tram tracks, including the re-development of existing poor quality holiday accommodation to provide high quality landmark buildings with high quality public realm and green infrastructure. Policy DM19 confirms that views along the seafront and coastline are strategic and precludes development that has a detrimental impact on strategic views.
- 7.2.5 The Promenade is Blackpool's shop window and having a hoarded, long-term vacant site in such a prominent position within the Resort Core is not desirable.
- 7.2.6 A replacement hotel scheme on this site has been subject to pre-application advice and the applicant has also undertaken their own publicity in order to gauge public opinion on the proposals. The details of the public consultation are set out in a Statement of Community Involvement which supports the application. The applicants' public consultation related to a previous iteration of the scheme for a seven storey hotel with 184 bedrooms, and these details were published in the press and on social media. Given the prominence of the location, significant consideration has been given to the design and appearance of the building. In particular officers were keen to ensure that the visual bulk of the building was minimised and established building lines were followed, so that it would not dwarf its neighbours or look out of place in its setting. As a result of feedback from officers and the public, the scale of the hotel has been reduced to part five and part six storeys, the footprint of the building has been reduced and the number of bedrooms has also reduced to 143. In accordance with para 137 of the NPPF, applications that can demonstrate early, proactive and effective engagement with the community should be looked upon more favourably than those that cannot.
- 7.2.7 The Lyndene Hotel to the north is 3 storeys with accommodation in a mansard roof and is around 14.3m tall. The New Oceans Hotel to the south (locally listed) is part 3 storey and part 4 storey and 13.8m rising to around 18m tall. To the east, properties fronting St Chads Road and Woodfield Road are 3 storeys and between 11 and 12.75m. The building would have a maximum height of around 21.8m but the main visible bulk of the building would be around 17.7m tall. The top floor would be set back from the main elevations, rising to around 20.5m tall, which is taller than the surrounding properties. However, the hotel would be an island site and surrounded by highways on all four sides, so does not need to slavishly adhere to the scale, massing and design of any adjoining buildings and can be taller in its immediate setting. However, a taller detached building would inevitably be more visible in the streetscene, so design quality is of utmost importance to ensure that the building becomes a really positive landmark feature on the Promenade.
- 7.2.8 The properties along this stretch of the Promenade have been significantly extended and altered over the years which has reduced the amount of positive architectural vernacular for any new development to respond to. However, one of the main architectural features present are evenly spaced bay windows, particularly on upper floors. In response, the

proposed hotel elevations are strongly ordered and the fenestration is shown arranged in bays with a strong vertical emphasis, but balanced by horizontal elements to give the building a strong rhythm with a base, middle and top. The ground floor front elevation would include more glazing than the upper floors, providing an active frontage with views into the hotel bar/reception and dining area. A section of the upper floor set back would be carried down to first floor level to create a strong vertical feature to define the main entrance. The main entrance would be further expressed by a cantilevered projecting canopy and the use of glazed blue brick around the entrance.

- 7.2.9 The main elevations would be a light brick with glazed blue brick accents to window reveals and decorative spandrel panels and the upper floor would be aluminium curtain wall with projecting fins and glazing with aluminium frames.
- 7.2.10 All street fronting elevations would provide a human scale and active frontage, and the building would have a consistent architectural style and use the same materials. The variety of heights and sections and range of materials is considered to effectively break up the massing and visual scale of the building. A condition precluding the installation of rainwater goods or soil pipes on the Promenade, Woodfield Road and St Chads Road elevations is considered necessary in order to safeguard the design quality of the building.
- 7.2.11 Notwithstanding the information submitted, conditions could be attached to any permission granted to agree the finer details of the materials and detailed sections of the elevations to ensure that recessed and projecting features are set-back/pushed forward to a meaningful degree to secure appropriate articulation and visual interest.
- 7.2.12 An unfortunate common feature along this part of the Promenade is forecourt car parking on what would once have been landscaped garden areas. This detracts significantly from the appearance, character and function of the Promenade. The parking area for the proposed hotel would be to the rear accessed off Woodfield Road, with the frontage reserved for seating, innovative green infrastructure including tree planting and public art. The Design and Access Statement confirms that public artwork would be developed with input from local artists, further helping to establish the proposed building as a midpoint Promenade landmark and destination for visitors. Details of the public art provision and a lighting scheme can be agreed and secured by condition. Green infrastructure is considered in more detail in section 7.5, but a good quality landscaping scheme could also be secured by condition to help soften the development, and to provide a quality setting to the hotel. Similarly, boundary treatments and fencing would also affect the setting of the hotel and the streetscene and should be agreed by condition.
- 7.2.13 Floor to ceiling windows are very popular in modern buildings, particularly in new hotels and other forms of residential accommodation. However, these allow the internal contents of the hotel rooms, such as unmade beds, to be viewed from the street. Based on experience elsewhere in Blackpool, this could detract significantly from the appearance of the building, particularly on such a prominent position on the Promenade. Therefore some level of obscuring of the lower half of the windows on the Promenade elevation is considered necessary, so visually there would still be the attractive look of the full height windows, whilst screening the lower level interior of the most prominent rooms. The detail of the obscuring would be agreed through condition as it has the potential to be a design feature of the building in its own right.
- 7.2.14 In light of the above, subject to conditions, the development is considered to be attractive, well designed and appropriate visually in this prominent location.

7.3 Heritage Impact

- 7.3.1 As stated earlier in the report, the Skye Oceans Hotel to the south of St Chads Road is locally listed and remains one of the few largely unaltered 1930's Art Deco buildings in Blackpool. This non-designated heritage asset is four storeys tall with a flat roof and rendered elevations.
- 7.3.2 Paragraph 209 of the NPPF states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Policy CS8 supports proposals that enhance the setting and views of heritage assets.
- 7.3.3 It is considered that the development would have some visual impact on the setting of the non-designated asset, but any harm would be less than substantial and outweighed by clear public and regenerative benefits which are discussed elsewhere in the report.

7.4 Amenity

- 7.4.1 Para 135 of the NPPF states that development should create places that safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users. Policy CS7 would not permit development that causes unacceptable effects by reason of visual intrusion, overlooking, shading, noise and light pollution or any other adverse local impact on local character or amenity. Policy DM36 is permissive of development where it is compatible with adjacent uses and would not lead to unacceptable adverse effects on health, amenity, safety and the operation of surrounding uses.
- 7.4.2 A key objective of the Council's Core Strategy, as reflected in Policy CS21, is the physical and economic regeneration of Blackpool's Resort Core and Town Centre to strengthen the town's appeal as a visitor destination. It is therefore important to ensure that new visitor accommodation is of a high standard in order to meet modern tourist expectations.
- 7.4.3 There would be five floors of hotel bedrooms served by three lifts. The floorspace of 133 of those rooms would be between 21 and 24sqm and there would be five pairs of interconnecting accessible rooms, each with between 31 and 34sqm of floorspace. All hotel rooms would have en-suite facilities and natural light and 88 of the rooms would have a direct or indirect sea views. The hotel would be served by a bar area and a restaurant with a landscaped terrace. Although not strictly relevant to the consideration of the application, the supporting Planning Statement suggests that the hotel would be four star standard and operated under an established global hotel brand. The quality of the accommodation would be good and would appeal to a wide range of audiences.
- 7.4.4 Objections have been received siting loss of outlook, light and sunlight. The locality has a densely built up urban character. Prior to its demolition, St Chads Terrace at four storeys tall (around 15.6m maximum height), was around 11 metres from the nearest properties to the east on Bolton Street, Woodfield Road and St Chads Road. The bulk of the hotel proposed would be around 21m away from those same properties and around 20.3m tall. So the hotel would be around 5m taller and the bulk would be around 10m further away.

7.4.5 The rear of the former St Chads terrace was a mix of red brick and dark render. The proposed hotel would have a lighter, well designed and coherent rear elevation which would help reflect light back towards properties to the east and would provide better outlook from windows on Bolton Street and would reduce overlooking. The proposed hotel would not have a material impact on light as the sun sets to the west, over and above impacts from the previous development on the site, given the orientation of the site in relation to the surrounding streets as demonstrated by the sketches in figures 1 and 2 below.

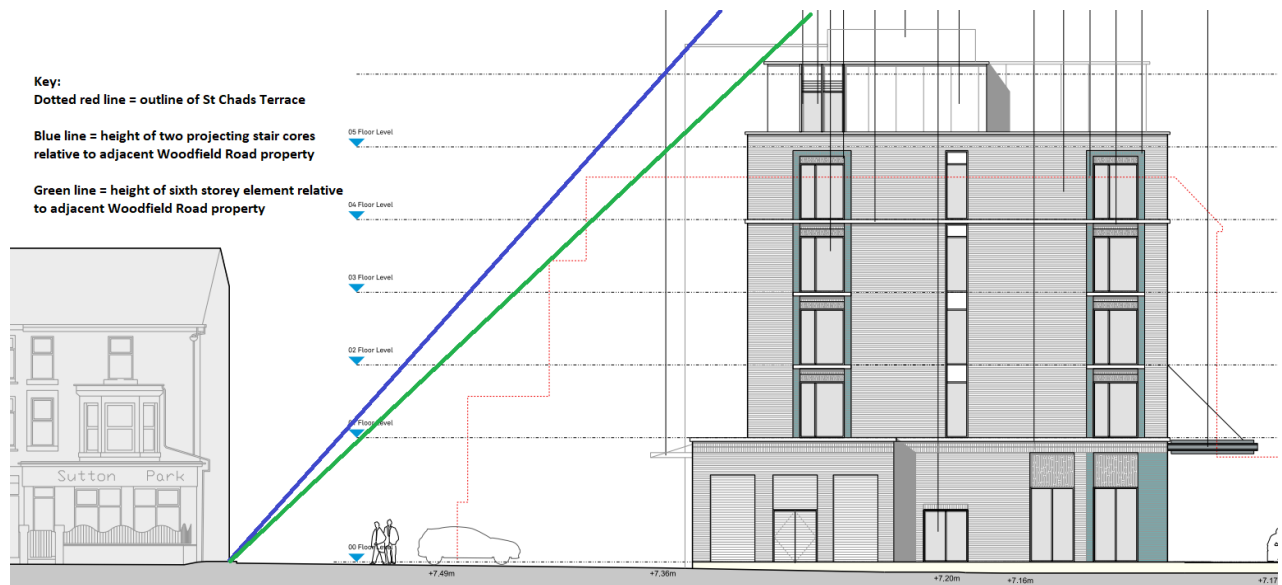


Figure 1: Woodfield Road

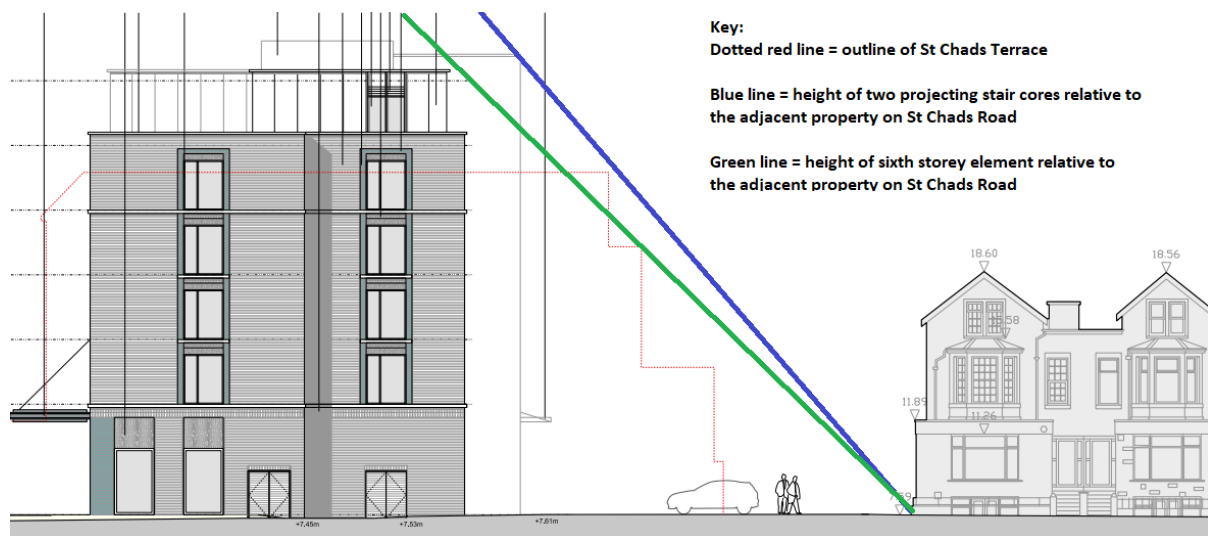


Figure 2: St Chads Road

7.4.6 The existing hotel on the Promenade to the south would be unaffected in terms of light levels and the impacts on the hotel to the north would not be materially different to the previous development on the site. The space between the proposed hotel and the hotel to the south and to the north, again would not be materially different to the previous situation in terms of the inter-visibility between hotel bedroom windows.

7.4.7 A Noise Assessment accompanies the application and considers the potential noise impacts associated with the proposed replacement hotel, both for occupiers of the development and the occupants of adjacent properties. It is unclear whether the hotel would provide entertainment or amplified music, but the bar and restaurant area where such activity could

take place would be located on the Promenade side of the building which is much more active than the other surrounding streets. Given the nature of existing businesses, the area has a lively and active character and background noise levels are a lot higher than would be experienced in a traditional residential area. As such the development of the site as a hotel and ancillary facilities is not anticipated to have an unacceptable impact on the amenities of nearby residents and visitors as a result of activities associated with a hotel. In terms of noise for future hotel guests, internal and façade insulation and mechanical ventilation would be sufficient to prevent nuisance.

- 7.4.8 In terms of fixed plant, detailed information is not known other than it would be located on the roof within a louvered enclosure. The details of mechanical ventilation and flues could be agreed by condition to prevent unacceptable levels of noise or odour or cause any other unacceptable impacts on local amenity.
- 7.4.9 Refuse would be stored internally other than on the day of collection, where it would be placed in a temporary holding area adjacent a proposed loading bay on Woodfield Road. Subject to a condition agreeing some screening, these arrangements are considered to be acceptable.
- 7.4.10 Inevitably, there would be noise and disruption during the construction works and it is acknowledged that properties nearby have already experienced noise and disruption whilst the site was cleared. This is unfortunate, but necessary if any redevelopment and regeneration is to occur in Blackpool. A Construction Management Plan (CMP) has been submitted but presents issues which cannot be resolved until such time a contractor has been appointed and assessed the site. Consequently a condition requiring the submission of a CMP is necessary and the condition would stipulate the hours of construction recommended by Environmental Protection Officers. In terms of amenity, subject to the development being constructed in accordance with an approved Construction Management Plan, noise, nuisance and disruption would be kept to a minimum during the construction phase.
- 7.4.11 Subject to the use of conditions, given the proposal's siting, scale, design and relationship with neighbouring properties, it is considered that the proposed hotel would not result in unacceptable harm to the amenities of existing residents or hotel guests during the operational phases of the development.

7.5 Green Infrastructure and Biodiversity

- 7.5.1 NPPF 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. Para 180 states that decisions should contribute to and enhance the natural and local environment by protecting and enhancing sites of biodiversity or geological value and soils, and recognising the wider benefits from natural capital and ecosystem services of trees and minimising impacts on and providing net gains for biodiversity
- 7.5.2 Policy CS6 confirms that high-quality and well connected networks of green infrastructure in Blackpool will be achieved by creating new accessible green infrastructure as part of new development and supporting urban greening measures within the built environment. CS6 confirms that all development should incorporate new or enhance existing green

infrastructure of an appropriate size, type and standard. Where on-site provision is not possible, financial contributions will be sought to make appropriate provision for open space and green infrastructure. Policy CS7 requires new development in Blackpool to provide appropriate green infrastructure including green spaces, landscaping and quality public realm as an integral part of the development.

- 7.5.3 Policy CS11 only permits development where existing infrastructure, services and amenities are already sufficient, or where the developer enters into a legal undertaking or agreement to meet the additional needs arising from the development. Where appropriate, planning contributions will be sought in connection with a development to ensure that development provides necessary infrastructure. Policy DM17 expects proposals to contribute towards green and blue infrastructure and to use landscaping to screen and soften the appearance of hard surfaced areas and where appropriate, contribute towards tree planting in the town. Financial contributions towards creating and enhancing green and blue infrastructure in Blackpool should be sought from all development where adequate onsite provision is not possible, in accordance with the Greening Blackpool SPD.
- 7.5.4 A Landscaping Strategy has been submitted which explains that the landscaping and public art scheme have been inspired by the sea waves, sand ripples and structures such as the Tower and the roller coasters. Benches would be incorporated into the landscaping along the Promenade pavement edge surrounded by coastal plants. Lighting would be included to link to the illuminations, including cut out lighting columns, lighting under benches and within curved edge 'wave' planters. Three public art elements are proposed, which would make cultural references to Blackpool with sculptural elements on the site frontage, through collaboration with the local community and local artists. Indicative details suggest the public art elements would reference the Tower, fairground rides and introduce a sculptural wayfinding feature. Details of public art and lighting could be agreed by condition.
- 7.5.5 In terms of planting, 'waves' of species would be used across the site using contrasting colours, textures, heights and shapes which would provide visual interest, biodiversity benefits and assist with catching and storing surface water. A more detailed landscaping scheme including the location of planting, species specifications, planting densities and maintenance details could be agreed by condition.
- 7.5.6 In terms of tree planting, the Greening Blackpool SPD requires a tree for each 100sqm of floorspace. A total of 5,773sqm of internal floorspace is proposed which generates a requirement for 58 trees in total. Approximately 15 trees are proposed to be planted on site which is a shortfall of 43 trees. Where trees cannot be planted on site, a contribution of £1,000 per tree (£43,000 in this case) would normally be required towards off site tree planting. However, the SPD does allow for negotiation depending on other innovative greening measures.
- 7.5.7 The site was previously completely sealed with no landscaping features and some of the trees would require planting in complex tree pits with integral irrigation systems and secured with concealed ground anchors. They would have a high maintenance regime whilst they establish in this hostile seafront environment. Initial costings have been submitted by the applicant and the soft landscaping and tree planting alone would cost in excess of £52,000 and would cost around £4,000 per annum in maintenance. Initial costs of the landscape lighting scheme come in at around £22,000.
- 7.5.8 Officers are in agreement that the on-site provision of trees and green infrastructure in this challenging location, alongside good quality hard and soft landscaping and lighting would

constitute the innovative greening measures that the SPD allows for as an alternative to off-site tree planting contributions. As such, it is recommended that off-site tree planting contributions are not pursued in this instance.

- 7.5.9 Mandatory biodiversity net gain does not apply for applications for major development which were submitted before 12th February 2024. Nevertheless, Policy DM35 expects development to provide net biodiversity gains through good design by incorporating biodiversity enhancements and habitat creation where opportunities exist in line with relevant legislation and guidance.
- 7.5.10 The site has been completely cleared and currently has negligible benefits for biodiversity. The previous building on the site was surveyed for bats in early in 2023, prior to demolition and no bat activity was observed in the building or in the immediate area.
- 7.5.11 As noted above, the proposal would include landscaping and tree planting, and the range of species identified would attract pollinators and enhance the ecological value of the landscaping. The Design and Access Statement commits to providing bird and bat boxes and a Landscaping Strategy confirms that bird and bat boxes would be integral to the building, rather than being 'stuck on'. Given the high quality and consistent design of the building, 'stuck on' off the shelf standard surface mounted bird and bat boxes would be undesirable. The design and location of bird and bat boxes could be agreed by condition to provide biodiversity benefits without compromising the design aesthetics of the building.
- 7.5.12 The development proposed does not fall within one of the development categories which could potentially have adverse impacts on International, national and locally designated sites of importance for biodiversity. As such, no Habitats Regulation Assessment or Appropriate Assessment has been undertaken or submitted.
- 7.5.13 Subject to conditions, the site would provide sufficient tree planting and innovative green infrastructure which would provide both amenity and biodiversity benefits and would contribute to Blackpool's wider urban greening ambitions.

7.6 Flood Risk and Drainage

- 7.6.1 The NPPF confirms that new development should be planned for in ways that avoid increased vulnerability to the range of impacts arising from climate change and should not increase flood risk elsewhere.
- 7.6.2 Whilst part of the application boundary along the Promenade falls within Flood Zone 3, the building itself would be in Flood Zone 1. Nonetheless, a hotel is categorised as 'more vulnerable' in the flood risk vulnerability classifications and the application is therefore supported by a Flood Risk Assessment (FRA). The FRA confirms that the building frontages would be set back from the Promenade and the front of the building would not extend further forward than the previous building, or be any closer to the area of increased flood risk. The proposals include the erection of a ramp at the front of the building and there are escape routes to the rear which are not in areas at increased flood risk and all hotel bedrooms are on upper floors. The FRA confirms that the site is at 'very low' risk of surface water flooding, low risk for groundwater flooding and low risk of flooding as a result of infrastructure failure.
- 7.6.3 No compliance with the sequential or exceptions tests has been demonstrated in the FRA. However the site is within the Resort Core which is the focus of Blackpool's future growth,

development and investment, including new visitor accommodation. Even if sequentially preferable sites which are wholly within flood zone 1 were available for the development proposed, the Council would nevertheless support development on the application site given its prominence on the Promenade and within the Resort Core, in order to secure the regeneration benefits that would come from bringing it back into active, beneficial use. On this basis, it is not considered necessary or reasonable to expect the developer to undertake a full sequential appraisal. The regeneration and sustainability benefits of the scheme are considered to be sufficient to outweigh the identified flood risk and so the scheme would pass the first part of the exceptions test. As the submitted FRA is considered to be acceptable, and, as the proposed development would be made safe from flood risk for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere (discussed below), the second part of the exceptions test is met. As officers have undertaken this assessment, no additional work on the part of the applicant is considered necessary.

- 7.6.4 In terms of ensuring that the development does not increase flood risk elsewhere, the NPPF, NPPG and Policies CS9 and DM31 require surface water from development to be discharged via the most sustainable drainage option available. On previously developed sites applicants should target a reduction from pre-existing discharges of surface water to a target of greenfield rates and volumes so far as reasonably practicable, with a starting point of a maximum of a 30% reduction in run off rates. DM31 states that all new development should include the use of sustainable drainage systems where appropriate and should reduce areas of existing impermeable surfaces.
- 7.6.5 The site was previously completely sealed with no landscaping and most of the surface water was discharged into the combined sewer underneath Bolton Street. The proposed indicative drainage strategy confirms that the development would drain into the Bolton Street and Woodfield Road combined sewers. However, surface water would be held on site in an underground attenuation tank and discharged to those sewers at a rate of 5l/s for all storm events, which is a 60% betterment over the previous development. The introduction of tree planting and landscaping would also assist in storing and slowing the flow of surface water.
- 7.6.6 United Utilities are accepting of the drainage strategy and have requested the imposition of their standard conditions relating to its' implementation and ongoing maintenance and management. Subject to the imposition of appropriate conditions, no unacceptable flood risk or drainage issues are identified.

7.7 Access, highway safety and parking

- 7.7.1 Paragraph 111 of the NPPF confirms that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Paragraph 113 states that all developments that would generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a Transport Assessment so that the likely impacts of the proposal can be assessed. The application is supported by a Framework Travel Plan and a Transport Assessment.
- 7.7.2 Policy CS5 relates to connectivity and commits to changing travel behaviour by pro-actively working with developers and other organisations to increase the proportion of journeys that use sustainable transport.

- 7.7.3 Policy DM41 sets out the transport requirements for new development and refers to Appendix G1 which sets out the coach and parking standards. The parking standards are guidance and Appendix G1 confirms that provision will be discussed and agreed on a case by case basis.
- 7.7.4 The St Chads hotel previously had 40 spaces accessed off the Promenade and Woodfield Road, some of which were double stacked and not particularly useable, with cars overhanging and reversing over the footpaths which was undesirable. The Lyric hotel had 6 double stacked spaces accessed off the Promenade and the Regency holiday flats had 5/6 spaces accessed off St Chads Road (approximately 51 spaces in total). The proposed scheme would result in cars parked to the rear, greatly improving pedestrian safety on the Promenade.
- 7.7.5 There were approximately 110 hotel bedrooms previously (95 in St Chads, 15 in the Lyric) and 17 holiday flats in the Regency which works out at around a 40% provision. Many of these parking spaces were substandard in both length and width and double stacked.
- 7.7.6 The application proposes 28 car parking spaces and two motorbike spaces to the rear of the site to serve the 143 bedrooms (20% provision). Three of the car parking spaces would be accessible spaces and four would be serviced by EV chargers). The car parking standards suggest that hotel development should have one car parking space per room plus coach parking. On a significantly constrained site such as the application site, there is no opportunity for hotel development to provide one car parking space per bedroom plus coach parking. However, on site provision can be significantly reduced given how accessible the site is and public car parking is available in the wider area, including along Seaside Way to the east. The future connection of Blackpool North train station to the tram network would further improve accessibility.
- 7.7.7 The Framework Travel Plan and Transport Assessment state that the hotel would implement a priority car parking booking system that would ensure that those who need to park on site due to reasons such as, having small children or additional access requirements, are able to book a space as part of their room booking process. If there are no parking spaces available or if guests do not need to park on site, the hotel would provide a map of the local area, indicating car parks, charges, and how they can be paid for and booked. Bus and tram timetable information would also be provided. These measures would ensure that visitors who do chose to drive would not spend prolonged periods of time driving around the local area looking for on-street parking spaces, which is one of the concerns raised as part of the public consultation.
- 7.7.8 Hotel development on the Promenade with few parking spaces is not unusual. For comparison, in 2019 Committee approved a 97 bed hotel with 10 parking spaces (10% provision) at 429-437 Promenade (ref: 19/0056). The Head of Highways and Traffic Management has reviewed the information submitted and has raised no objections with regard to parking. On this basis the parking provision on site is considered to be acceptable.
- 7.7.9 A loading bay is proposed on Woodfield Road for both servicing/refuse collection and coach drop off/pick up. The Service Management Plan confirms that the hotel would introduce a management system so that users of the loading bay would have allocated times slots which should prevent casual servicing and coach drop/pick up in less desirable locations. Coach drivers would be encouraged to call ahead to ensure that the loading bay is clear. However, the Head of Highways and Traffic Management has stated that it would be inappropriate and impractical to reserve the bay solely for the hotel's use. However, St Chads Terrace,

comprised of two hotels, holiday flats and a café, all of which would have been serviced independently of each other and without any formal servicing arrangements. A single hotel use is likely to result in less servicing vehicles visiting the site and a loading bay to facilitate servicing would be beneficial and an improvement on the previous situation.

- 7.7.10 The provision of the loading bay would require off-site highway works such as widening the carriageway to ensure that the larger vehicles can pass a coach or other large vehicle in the loading bay. Other off-site highway works would also be required such as access to the parking area off Woodfield Road, amendments to paving a kerb heights around the site and consequential TRO's.
- 7.7.11 The principal pedestrian access would be from the Promenade with a secondary access to the rear from the car park. There would be covered and secure cycle spaces at the front adjacent to the main entrance and the details can be agreed by condition. There would be changing facilities, showers and lockers for cyclists and associated drying facilities can be secured by condition requiring the submission and agreement of a Travel Plan. Covered storage would also be provided for 11 mobility scooters.
- 7.7.12 The application is supported by a generic Construction Management Plan. However, some issues cannot be resolved until such time a contractor has been appointed and has assessed the site. As such, a condition requiring the submission of a CMP is necessary in order to safeguard highway safety.
- 7.7.13 Subject to appropriately worded conditions, the proposal could be delivered without unacceptable impacts on highway safety or severe cumulative road network impacts.

7.8 Environmental Impacts

- 7.8.1 Policy CS10 of the Core Strategy requires all non-residential developments of 1,000sqm or more to achieve a BREEAM rating of 'very good'. A Sustainability and Energy Statement that includes a BREEAM pre-assessment has been submitted with the application and identifies the proposal as having the potential to achieve the requisite 'very good' rating. A condition should be imposed requiring evidence of compliance to be submitted.
- 7.8.2 Policy DM36 seeks to secure a safe environment for occupants that does not displace contamination and to safeguard controlled water from pollution. Environmental Protection colleagues have raised no concerns regarding contaminated land. Water quality would be safeguarded through a condition requiring the development to take place in accordance with the Construction Management Plan.
- 7.8.3 The site is not in an Air Quality Management Area (AQMA) and no unacceptable impacts on air quality are anticipated during the operational phase if anticipated. No concerns regarding land contamination have been identified. Subject to the adherence to mitigation measures to be detailed and agreed in revised Construction Management Plan which would be secured by condition, water and air quality during the construction phase would be safeguarded.

7.9 Other Issues

- 7.9.1 It is unclear how many jobs were lost when the previous uses ceased trading, or how many jobs are anticipated as a result of the new hotel. However, a hotel of the scale proposed is likely to be a significant employer offering a range of employment opportunities for local

residents during both the construction and operational phases. The proposal will inevitably make a positive contribution to the local economy and this weighs in favour of the proposal.

- 7.9.2 There is currently a permitted development right for a C1 hotel to be used as a state funded school or nursery. Given the Resort Core designation, the character of the area and how densely built up it is, the use of the hotel as a school, or any other use which may become permitted development in future, would need to be assessed against the development plan. As such, a condition requiring that the property operates as a C1 hotel only and for no other use, including temporary housing, is considered necessary.
- 7.9.3 The site is within the Aerodrome Safeguarding area but subject to conditions, the relevant consultees have no objections or safeguarding concerns with the proposal.
- 7.9.4 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).
- 7.9.5 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.
- 7.9.6 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.

7.10 Sustainability and planning balance appraisal

- 7.10.1 Sustainability comprises economic, environmental and social components.
- 7.10.2 Economically the proposal would regenerate a prominent, vacant site on the Promenade for good quality visitor accommodation and would therefore support the regeneration and improvement of Blackpool as a tourism destination 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.
- 7.10.3 Environmentally, the scale of development in this location is considered to be acceptable and the place-making benefits delivered by the high quality design of the scheme carries substantial weight. No unacceptable impacts on biodiversity, drainage or environmental quality are anticipated. The site is in a very accessible location with good access to a range of sustainable transport options, so there is no reason to assume that staff and guests would be dependent upon private car use. The building would be sustainably designed and managed to BREEAM 'very good' standards and would include tree planting and innovative green infrastructure, which weighs in favour of the scheme.
- 7.10.4 Socially, the proposed building 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. No unacceptable impacts on highway safety are anticipated, no unacceptable issues for flood risk are identified and any less than substantial harm to nearby non-designated heritage assets would be clearly outweighed by the public benefits of the proposal. As the proposed bar/restaurant use would be ancillary to the hotel use proposed, no undue threat to the vitality and viability of the town centre is anticipated.

7.9.5 On this basis and on balance, the proposal is judged to represent sustainable development.

8.0 FINANCIAL CONSIDERATIONS

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

9.0 BLACKPOOL COUNCIL PLAN 2019-2024

9.1 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'.

9.2 This application accords with Priority Two of the Plan as it would bring regeneration benefits and introduce a new, good quality hotel chain to the Promenade, improving the visitor experience and the appeal of the resort.

10.0 CONCLUSION

10.1 Overall, the proposal is judged to represent sustainable development that is in accordance with the development plan and the material considerations in this case indicate that permission 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 three years from the date of this permission.

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

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

- Location Plan dated 28/11/2023
- Proposed Location Plan ref: P21088-FCH-XX-XX-DR-A-1111 Rev P02 dated 06/02/2024
- Proposed Site Layout Plan ref: P21088-FCH-XX-XX-DR-A-1200 Rev P03 dated 12/03/2024
- Proposed Block Plan ref: P21088-FCH-XX-XX-DR-A-1260 Rev P03 dated 12/03/2024

- Proposed Ground Floor Plan ref: P21088-FCH-XX-00-DR-A-1300 Rev P28 dated 11/03/2024
- Proposed 1st-4th Floor Plan ref: P21088-FCH-XX-01-DR-A-1301 Rev P21 dated 09/01/2024
- Proposed 5th Floor Plan ref: P21088-FCH-XX-01-DR-A-1305 Rev P17 dated 09/01/2024
- Proposed Roof Plan ref: P21088-FCH-RF-06-DR-A-1306 Rev P05 dated 23/11/2023
- Proposed Promenade Elevation ref: P21088-FCH-XX-XX-DR-A-1400 Rev P19 dated 09/01/2024
- Proposed Woodfield Road Elevation ref: P21088-FCH-XX-XX-DR-A-1401 Rev P17 dated 09/01/2024
- Proposed St Chads Road Elevation ref: P21088-FCH-XX-XX-DR-A-1402 Rev P13 dated 09/01/2024
- Proposed Bolton Street Elevation ref: P21088-FCH-XX-XX-DR-A-1403 Rev P10 dated 09/01/2024
- Landscape Plan ref: 5277 02 Rev B dated 02/2024
- Hard Landscaping Layout ref: 5277 03 Rev A dated 07/2023
- Landscape Cross Sections ref: 5277 04 dated 07/2023

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 a) Unless otherwise agreed in writing prior to the commencement of the development, the drainage for the development hereby approved, shall be carried out in accordance with the principles set out in the submitted Foul & Surface Water Drainage Design Drawing C21522-HYD-XX-XX-DR-C-0500, Rev P03 - Dated 10-11-23 which was prepared by Hydrock. For the avoidance of doubt surface water must drain at the restricted rate of 5 l/s. No surface water will be permitted to drain directly or indirectly into the public sewer. Prior to occupation of the proposed development, the agreed drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

(b) The developer shall provide as built drawings and certification of the completion of the drainage system as approved by a competent person.

Reason: To promote sustainable development, secure proper drainage of sewage and surface water and to manage the risk of flooding and pollution in accordance with the provisions of the NPPF and NPPG and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027, Policy DM31 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document and the Blackburn, Blackpool and Lancashire Flood Risk Management Strategy.

- 4 Prior to commencement 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) The arrangements for adoption by an appropriate public body or statutory undertaker, or management and maintenance by a Site Management Company;

- b) Evidence of arrangements to transfer responsibility to other parties in the event of the demise of any management company, for example by means of covenants;
- c) Arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) to include elements such as:
 - (i) on-going inspections relating to performance and asset condition assessments
 - (ii) operational costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime;
- d) Means of access for maintenance and easements where applicable.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan. The developer shall provide to the Planning Authority, if requested, certification of the condition of the drainage system by a competent person.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development in accordance with Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM31 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

- 5 (a) Prior to the commencement of any development on site, a Construction Management Plan shall be submitted to and agreed in writing by the Local Planning Authority. For the purpose of this condition, the Construction Management Plan shall specify the provision to be made for the following:
- measures to prevent detrimental impact on air quality including confirmation that no materials would be burned on site and dust mitigation measures to be followed during the demolition/construction period;
 - measures to control noise emanating from the site during the construction period;
 - hours and days of construction work for the development shall be between:
 - Mon - Friday - 8am - 6pm
 - Saturday 9am - 1pm
 - Sunday and bank holidays - no working
 - details of contractors' compounds and other storage arrangements, to include position, means of screening, storage heights, details of enclosures and appearance of any structures or cabins. Site specific details should be superimposed on the site plan;
 - provision for all site operative, visitor and construction loading, off-loading, parking and turning within the site during the construction period including all requirements for occupation of areas of highway;
 - arrangements for the provision of wheel washing facilities with sump/draaing details, comprising a 10m x 3.5m wheel wash with two 6m long ramps to be operated during

the construction period to minimise the deposit of mud and debris on the adjacent highways

- provision of a board at the entrance to the site, to be retained throughout the construction period, to include 24hr contact details for site management; and provision of contact details for the contractor's street sweeping subcontractor with specific authorisation for the Council as Local Highway Authority to call out that contractor as and when required;
- measures to prevent contamination of surface and sub-surface water bodies during the construction period, and prevent the runoff of surface water to the highway in storm conditions during construction. Any pumping from sumps will first be agreed with the local Planning authority;
- construction phase site access, routing of construction traffic and traffic management;
- a condition survey of the adopted public highway up to the first junction with the strategic road network along the proposed construction traffic route, or other area as may first be agreed in writing with the Local Highway Authority, along with a construction stage timeline proposal for the provision further condition surveys (either post-completion or to include surveys at appropriate intervals depending upon the duration of the construction period).

(b) The construction of the development shall thereafter proceed in full accordance with the approved Demolition/Construction Management Plan.

(c) Each condition survey required pursuant to part (a)(x) of this condition shall be accompanied by a scheme and timing schedule of any works as may be appropriate to rectify any dilapidation caused to the adopted public highway as a result of demolition and construction works related to the development hereby approved, to be agreed in writing by the Local Planning Authority. These works shall then be carried out in full in accordance with this agreed scheme and schedule.

Please note, **the submission of a standard Health and Safety statement will not be sufficient to discharge this condition.** As part of any discharge of condition application you will be expected to highlight the location of each element of information required above within your submission.

Reason: In the interests of the amenities of surrounding residents and highway safety and to safeguard environmental quality and the character and appearance of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM31, DM35, DM36 and DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This condition is required to be discharged prior to commencement in order to ensure that the development proceeds without causing undue harm to residential amenity, highway safety or the quality of the environment.

- 6 Prior to the commencement of development a scheme of off-site highway improvement works shall be submitted to and agreed in writing by the Local Planning Authority, and this

agreed scheme shall be implemented in full and in full accordance with the approved details before any of the development hereby approved is first occupied.

For the purpose of this condition, this scheme shall include:

- Construction of a permanent access to the parking area
- Amendments to paving and kerb heights on frontages
- Works to improve the northern radius at the junction of the Promenade and Woodfield Road
- Works to facilitate the introduction of a loading bay
- Consequent Traffic Regulation Orders
- Consequent or temporary amendments to street lighting

Reason: In the interests of highway safety in accordance with Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This scheme must be agreed prior to the commencement of works on site in order to ensure that appropriate access is available once the scheme is operational.

- 7 The hotel hereby approved shall be serviced in accordance with the Service Management Plan ref: 21522-HYD-XX-XX-SMP-TP-1001-P07 dated 11/03/2024 by Hydrock and the mitigation measures therein unless otherwise agreed in writing with the Local Planning Authority

Reason: In the interests of highway safety, the appearance of the site and the locality and residential and visitor amenity, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM36 and DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 8 Prior to the development hereby approved being first brought into use, the parking provision, including EV charging spaces, accessible spaces and motorbike spaces and associated markings shown on the approved plan(s) shall be provided and shall thereafter be retained and maintained as such.

Reason: In order to ensure that adequate parking provision is available to meet the needs of the development in the interests of the appearance of the area and highway safety in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 9 (a) The development hereby approved shall not be occupied until a Travel Plan has been submitted to and agreed in writing by the Local Planning Authority. The Travel Plan shall be based on the submitted Framework Travel Plan ref: 21522-HYD-XX-XX-FTP-TP-6002-P06 dated 11/03/2024 by Hydrock and in addition shall include details of a drying room/facility for wet clothing to complement the facilities for cyclists/pedestrians.

(b) The development hereby approved shall then proceed and be operated in full accordance with the approved Travel Plan.

Reason: In order to encourage travel to and from the site by sustainable transport modes in accordance with Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

10 Before the development hereby approved is first brought into use:

(a) details of cycle storage provision to include the type of cycle stand and the form and materials of a waterproof cover and enclosure shall be submitted to and agreed in writing by the Local Planning Authority; and

(b) the cycle storage agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details.

Reason: In order to encourage travel to and from the site by a sustainable transport mode in accordance with Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

11 (a) Prior to the first occupation or use of the development hereby approved the landscaping scheme shown on plan ref 5277 02 Rev B dated February 2024 and shall be implemented in full and in full accordance with the approved details;

(b) Notwithstanding (a), prior to the commencement of any above ground construction, an updated Landscape Strategy Document shall be submitted to and agreed in writing with the Local Planning Authority and shall include a full planting specification including species types and planting numbers and densities. Tree planting specifications should also include the provenance of the tree species and the soil types to be used;

(c) The development shall thereafter proceed in full accordance with these approved details and shall be retained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority;

(d) Any trees or plants planted in accordance with this condition that 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 with trees or plants of similar size and species to those originally required unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily and robustly landscaped in the interests of visual amenity, biodiversity and climate change mitigation and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall in accordance with Policies CS6, CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17, DM20, DM21, DM31 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

12 No rain water goods, soil pipes or vents shall be installed on the Promenade, St Chads Road or Woodfield Rod elevations unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the appearance, design and architectural quality of the building in a very prominent Promenade position, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17 and DM19 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

- 13 Details of the public art features indicated in the Design and Access Statement and Landscape Strategy Document shall be submitted to and agreed in writing by the Local Planning Authority. The agreed public art scheme shall be provided in full prior to the development hereby approved, first being brought into use and shall be retained for the lifetime of the development, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the appearance of this prominent site and visual interest on the Promenade in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17, DM19, DM21 and DM25 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 14 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 and shall be retained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17 and DM19 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 15 Prior to the commencement of any above ground construction, the profile details of the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority and the development shall thereafter proceed in full accordance with these agreed details. For the purpose of this condition, the profile details shall show to the extent of recession or projection of windows, doors and other architectural features of the building.

Reason: In order to secure appropriate visual articulation and interest in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17 and DM19 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

- 16 Prior to the commencement of any above ground construction, a scheme for the provision of boundary treatments to include their position, height, materials and design, shall be submitted to and agreed in writing by the Local Planning Authority. These agreed boundary treatments shall then be provided in full and in full accordance with the approved details before the proposal hereby approved is first brought into use and shall be retained for the lifetime of the development unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the appearance of the site and streetscenes in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17 and DM19 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

17 Prior to first use;

(a) details of any ventilation system, flue or external plant, including positioning, appearance, materials and technical specification, shall be submitted to and agreed in writing by the Local Planning Authority; and

(b) the ventilation system, flue and external plant approved pursuant to part (a) of this condition shall be implemented in full accordance with the approved details and shall thereafter be retained and maintained as such.

Reason: In the interests of the appearance, design and architectural quality of the building in a very prominent Promenade position and in order to safeguard the amenities of nearby visitors and residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17, DM19 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

18 (a) The development hereby approved shall proceed in full accordance with the submitted Energy Statement and BREEAM Report prepared by Hydrock and dated 27 June 2023 ref:21522-HYD-XX-XX-RP-Z-0001 unless an alternative assessment is first submitted to and agreed in writing by the Local Planning Authority;

(b) Before the development hereby approved is first brought into use, a Post Construction Stage BREEAM assessment and BREEAM rating certificate demonstrating that the development has achieved BREEAM 'very good' standard shall be submitted to and agreed in writing by the Local Planning Authority.

(c) The development shall thereafter proceed and be operated in full accordance with the approved BREEAM assessments and 'very good' certification.

Reason: In order to maximise the environmental sustainability of the development and limit the potential impact of the proposal on climate change in accordance with the provisions of Policy CS10 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

19 Prior to the installation of any external lighting, details of the lighting shall be submitted to and agreed in writing by the Local Planning Authority and the development shall thereafter proceed in full accordance with these approved details. For the purpose of this condition, the details shall include the form, design, materials and technical specification of the lighting and a lux plan to show the resulting area of light-spill.

Reason: In the interest of the appearance of the site and locality and to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17, DM19 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

20 (a) Prior to the commencement of any above ground construction, a scheme of ecological enhancement shall be submitted to and agreed in writing by the Local Planning Authority.

(b) The scheme agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details prior to first use and shall thereafter be retained and maintained as such.

For the purpose of this condition, the scheme of ecological enhancement shall include:

- Provision, location and design of integrated bird and bat boxes

Reason: In order to safeguard and enhance biodiversity in accordance with Policy CS6 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM21 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 21 Before the development hereby approved is first brought into use the refuse storage shown on plan ref. Proposed Site Layout Plan ref: P21088-FCH-XX-XX-DR-A-1200 Rev P03 dated 12/03/2024 shall be provided and shall thereafter be retained and maintained as such.

Before the development hereby approved is first brought into use, details of the refuse holding area to include size, design, materials and any enclosure shall be submitted to and agreed in writing by the Local Planning Authority. The agreed details for the refuse holding area shall be implemented in full and in full accordance with the approved details and shall thereafter be retained and maintained as such.

Reason: In the interest of the appearance of the site and locality and to safeguard the amenities of nearby residents and visitors in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 22 Prior to installation of glazing to the hotel bedrooms, details of obscure window film to be applied to the lower section of these windows on each floor shall be submitted to and agreed in writing by the Local Planning Authority and the development shall thereafter proceed in full accordance with these approved details. For the purpose of this condition, the details shall include the level of obscurity, the amount of the windows to be covered and design (pattern) to be applied.

Reason: In the interest of the appearance of the site and locality and in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM10, DM17 and DM19 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 23 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) the premises shall be used as a C1 hotel only and for no other purpose, including temporary housing.

Reason: In order to adequately assess the impacts of alternative uses against the development plan and to safeguard the character, role and function of this part of the Promenade and Resort Core within the Inner Area, in accordance with Policies CS12, CS21 and CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies Policies DM10 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

ADVICE NOTES TO DEVELOPERS

1. At least 14 days before commencement of the development, the developer must email safeguarding@blackpoolairport.com if any equipment to be used during construction will exceed the maximum height of the finished development (e.g. tower cranes, piling rigs). Notification of the equipment shall be made on the standard Crane Permit request form available on the Blackpool Airport website and include:
 - its position (OSGB grid coordinates to 6 figures each of Eastings and Northings);
 - height above ordnance datum;
 - anticipated dates on site;
 - emergency contact numbers for the crane operator and site manager

The equipment must be operated in accordance with BS 7121 and further advice can be found in Airport Operators Association Advice Note 4 'Cranes'

2. This site falls within the identified safeguarding area for Blackpool Airport. As such, your attention is drawn to the following advice notes:
 - <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-1-Aerodrome-Safeguarding-An-Overview-2016.pdf>
 - <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-2-Lighting-2016.pdf>
 - <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-3-Wildlife-Hazards-2016.pdf>
 - <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-4-Cranes-2016.pdf>
 - <http://www.aoa.org.uk/wp-content/uploads/2016/09/Advice-Note-5-Renewable-Energy-2016.pdf>

For further information and advice, please contact safeguarding@blackpoolairport.com

3. Condition 11:

Trees to be planted in this harsh marine environment must be hardened/suitable for the location for example, a Maritime pine should be sourced from a nursery which can provide the correct provenance suitable for the site as *Pinus pinaster* subsp. *atlantica*, which grows in European countries to 600m (preferably from the Landes region of France), would be suitable, but the *Pinus pinaster* subsp. *pinaster* grows at 2000 m in the warmer regions of inland Spain, Morocco, and the Mediterranean basin, would not be suitable. Coniferous trees need to be planted in acidic soils.