

Leisure Quarter Development Brief

SUPPLEMENTARY PLANNING DOCUMENT

ADOPTED MARCH 2011



Blackpool Council
BUILDING A BETTER COMMUNITY FOR ALL



INVESTOR IN PEOPLE

CONTENTS

ADOPTED AND OPERATIVE MARCH 23rd 2011

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www.blackpool.gov.uk/theleisurequarter

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Part 1

INTRODUCTION

“Blackpool has buildings and structures of world-class architectural quality. Each represents the cutting edge of innovation in design, structure and purpose. These buildings that define Blackpool are from an age when people strove for excellence no matter what, and having achieved it, their excellence has confirmed their status as national icons.

On this site, Blackpool has a rare opportunity to create a new icon for a new age. Whatever is built must match in quality and aspiration what has come before and be capable of exciting and inspiring future generations to come as its forebears do now.

Blackpool simply demands that whatever is proposed matches the best the World can offer.”

The former Central Station site is one of Blackpool’s most strategically important development sites, and is to be the home of something as iconic as Blackpool Tower and the Winter Gardens. Redevelopment of the site is key to Blackpool’s regeneration and central to our ambition of developing a new, exciting and unique tourist destination.

The site area is 7.15 hectares, occupying a prime seafront location on Blackpool’s famous Golden Mile and within the shadow of Blackpool Tower. It lies on the southern edge of the town centre¹ and enjoys direct connection with the M55 via Central Corridor.

This Supplementary Planning Document (SPD) will be instrumental in ensuring proposals for the site deliver a landmark attraction of the highest quality, which transforms the visitor economy and resort appeal and supports the long term future of Blackpool.

Vision

“A unique leisure quarter which underpins Blackpool’s appeal as a national tourist destination, driven by exceptional quality, sustaining wider resort regeneration, providing compelling new reasons to visit Blackpool”

¹ Outside the existing town centre boundary as defined in the Local Plan although within the proposed town centre boundary as defined in the Blackpool Core Strategy Preferred Option

Objectives

Our Vision is supported by key objectives for the development of the site. These objectives are to:

1. Provide unique leisure attractions of national significance, widening the resort offer to attract new audiences and creating compelling new reasons to visit Blackpool all year-round
2. Provide development of sufficient scale, composition and attraction to create the critical mass to assist with wider resort regeneration
3. Underpin a year-round economy promoting sustainable local employment opportunities
4. Ensure excellence in design quality, delivering a distinctive high quality experience for visitors through creative architecture and urban design that responds to Blackpool’s historic townscape and character
5. Create a new welcome experience which presents a spectacular sense of arrival for visitors at Blackpool’s key gateway
6. Improve permeability by creating strong active connections through the site, and between the site and the town centre, seafront, central corridor and surrounding resort neighbourhoods, enhancing vitality and viability during the day and evening
7. Provide a suitable level of convenient town centre car parking in addition to car and coach parking requirements for the development
8. Promote sustainable development through design, access, energy conservation and operational management.

This Supplementary Planning Document:

- Forms a Development Brief for Blackpool’s Leisure Quarter
- Provides planning and design principles and performance criteria to promote and encourage creative proposals for redevelopment of the former Central Station site
- Expands on saved Local Plan policies and future policies in the Blackpool Core Strategy
- Provides detailed submission requirements and example planning obligations
- Will guide developers and the Local Planning Authority (LPA) in making, assessing and determining planning applications
- Replaces the existing Conference Leisure Quarter Planning Brief (2006)

Key aims of the document:

- Secure private investment for comprehensive development of the entire site that will deliver economic growth
- Ensure that proposals for the site achieve urban design, architecture and illumination of the highest standard, lifting the quality of the built environment
- Provide certainty for land-owners and developers to encourage investment
- Assist with site promotion and marketing

Policy

The policy framework

SPDs form part of the Local Development Framework (LDF) as a supplement to Local Plan or LDF policies. They are a material consideration when assessing planning applications.

This SPD supports and expands on the following key local planning policies:

Blackpool Local Plan

- RR1: Visitor Attractions

Blackpool Core Strategy Preferred Option¹

- R1: Resort Renaissance
- R10: Former Central Station site

The Core Strategy proposes to replace saved policy RR1 of the Local Plan with draft policy R1; and to introduce draft policy R10 as a new policy for the site. The SPD complements existing and emerging policies.

Once the Core Strategy is adopted² the SPD will be reviewed and revised if necessary to ensure consistency with adopted policies.

The SPD is also consistent with National Planning Policy, Regional Strategies, the Joint Lancashire Minerals and Waste Development Framework, Blackpool Sustainable Community Strategy and the Blackpool Local Transport Plan.

Further details on these policies, plans and strategies can be found in Appendix 1.

What the policies say

One of the key economic priorities for the North West region is to transform Blackpool into a World Class Resort Destination; expanding and widening Blackpool's appeal as an exciting all year round resort.

In support of this, Blackpool is identifying and promoting opportunities for major new leisure attractions, targeting investment and development within the town centre and resort core.

New attractions drawing large numbers of visitors will be encouraged in the resort core where the proposals make a strong contribution to the physical and economic regeneration of the resort; raise quality in all aspects of the visitor experience; relate well to adjacent uses and enhance important longstanding attractions.

The site has been allocated for comprehensive leisure development in the Local Plan and emerging Core Strategy. The focus is on securing major landmark leisure attractions to the site which will provide compelling new reasons to visit Blackpool.

A development that physically and functionally integrates with the town centre, seafront and adjacent resort neighbourhoods is essential so that it becomes a major catalyst for wider resort and town centre regeneration.

Procedure

Consultation and Public Involvement

An earlier draft of this document was subject to consultation in Autumn 2010. Comments received and how they have informed the content of this document are available to view in the Statement of Consultation.

Sustainability Appraisal

The environmental effects of redeveloping the former Central Station site have been formally assessed in the context of higher level planning documents, namely the Blackpool Local Plan and Blackpool Core Strategy Preferred Option.

Saved Policy RR1 and Draft Policies R1 and R10 were included in the respective Sustainability Appraisals and performed well against the SA objectives.

A separate SA for this SPD is therefore not required.

Habitats Regulation Assessment

A Habitats Regulation Assessment (HRA) was produced for policies contained in Core Strategy Preferred Option, including R1 and R10 to which this document supports, and therefore a separate HRA is not required for this SPD, as confirmed by Natural England.

Further information

Policy

National Planning Policy

www.planningportal.gov.uk

Northwest Regional Spatial Strategy

www.4nw.org.uk

Lancashire Minerals and Waste Development Framework 2009/2021

www.lancashire.gov.uk/environment/lmwlp/lancsmwdf/mwdspd.asp

Blackpool Local Plan

www.blackpool.gov.uk/Services/A-F/BlackpoolLocalPlan/Home.htm

Blackpool Local Development Framework

www.blackpool.gov.uk/corestrategy2010

Blackpool Sustainable Community Strategy

www.blackpool.gov.uk/scs

Procedure

Statement of Consultation

Sustainability Appraisal Note

Habitat Regulations Note

www.blackpool.gov.uk/theleisurequarter

¹ Published April 2010

² Expected summer 2012

Part 2 CONTEXT

Blackpool

Blackpool is famous for seaside fun and entertainment with an economy based on tourism and leisure. It is Britain's most popular beach resort¹ estimated to attract more than 10 million adult visitors a year².

The potential visitor catchment area for Blackpool is considerable (figure 1 & 2). To capitalise on this we are encouraging reinvestment in the best of the existing attractions, which will continue to play an important role in the resort's future, and embrace opportunities for quality new development.

The site has been at the heart of our ambitious plans for new leisure development since it was designated as a Conference and Casino Quarter in the 2003 resort Masterplan. Despite the decision not to go ahead with the Regional Casino, redevelopment of the site complementing existing resort investment remains a key priority.

The key challenge is to provide innovative new high quality attractions and accommodation that broadens the resort's appeal to revitalise the visitor economy and be at the forefront of the tourist market. This should create more repeat visits and encourage lapsed and new visitors to visit Blackpool year round.

As well as making the resort attractive to visit, we are committed to regenerating Blackpool as an attractive place to live and work. The ambition for radical change has provided an impetus for substantial new investment in retail, housing and leisure; and complementary investment in infrastructure renewal and the public realm (figure 3).

¹ Which? survey conducted in 2010

² Blackpool Visitor Omnibus Survey (2009)

“Blackpool attracts more than 10 million adult visitors a year and has a catchment of 150 million people a 2 hour flight away”

FIGURE 1. 10 million people are 2 hours away by car or train

FIGURE 2. 150 million people are 2 hours away by air

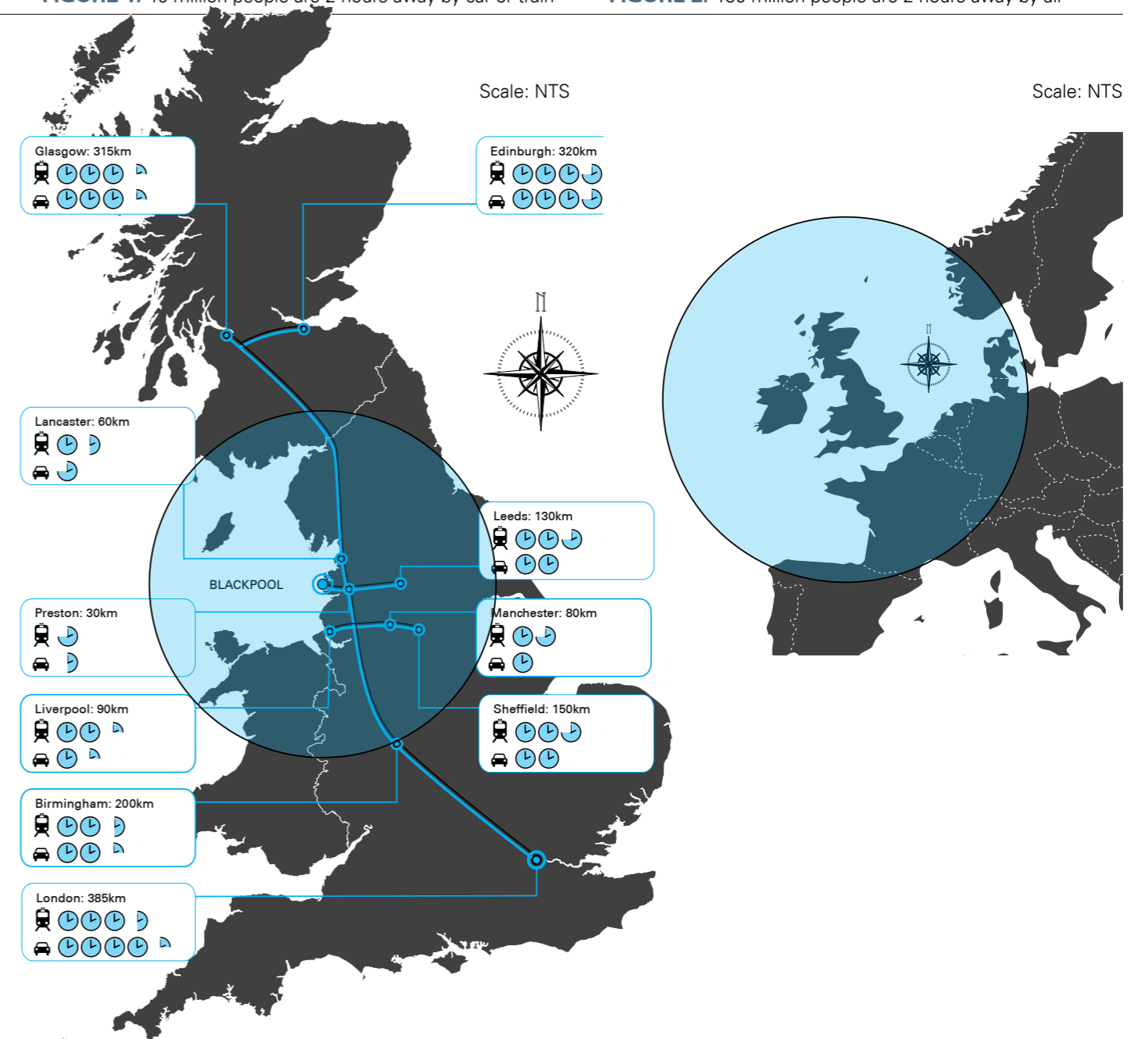
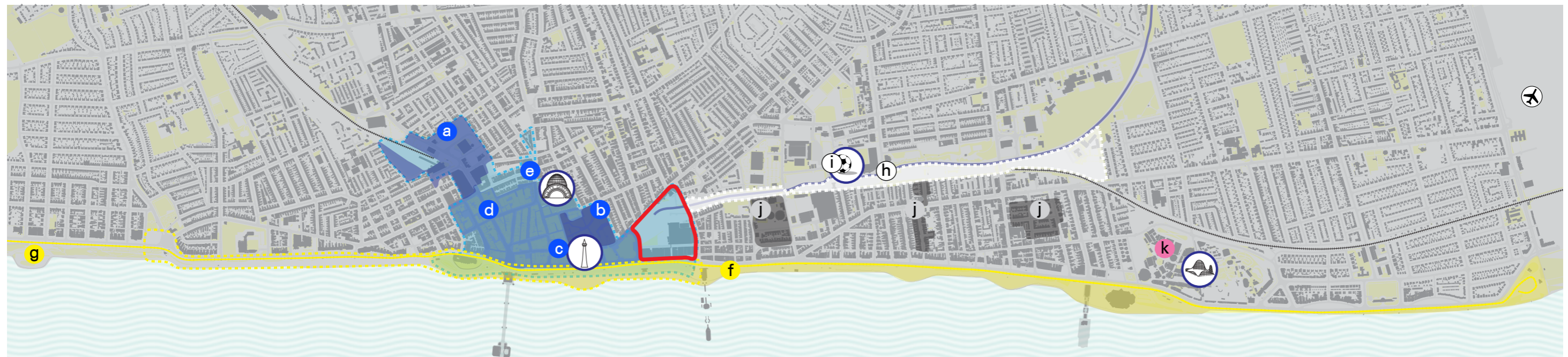


FIGURE 3. Investment programmes in Blackpool



Blackpool Town Centre is a key part of the resort with the iconic landmarks of Blackpool Tower and the Winter Gardens, the new Tower Festival Headland and a host of pubs, clubs, shops, cafes and restaurants. Recent investment has improved the retail offer and public realm. Further projects are under way to improve the tourism, retail and commercial offer and connect the town centre with the beach.

The Promenade is the resort's shop window. The Golden Mile is a tightly packed hub of entertainment containing many of the town's most famous and popular tourist attractions. Recent investment along the Promenade seafront, including the headlands, will enhance its function and appearance.

Central Corridor (including Yeadon Way and Seaside Way) is the southern gateway to the town centre and leads directly to the site providing direct access to the motorway network. It is flanked by the main visitor car and coach parks, Blackpool South Railway Station, Blackpool Football Club and the Odeon cinema. Recent landscape improvements and car parks have greatly improved the visitor arrival experience. Key sites adjacent to the Corridor, including Rigby Road, the Gas Work site, the Bus/Tram Depot and South Car Park provide future development opportunities to support town centre and inner area regeneration, complement development on the site, improve the arrival experience and access.

The Resort Neighbourhoods of Foxhall and South Beach are just south of the site. They suffer a range of serious economic, social and environmental issues. There are many opportunities to transform these areas with investment capitalising on their proximity to the seafront, the town centre to the north and pleasure beach to the south.

j Housing regeneration within South Beach and Foxhall areas.

Blackpool Pleasure Beach was founded in 1896 and is one of Britain's top tourist attractions.

- a** Mixed use development at Talbot Gateway on the Northeast edge of the town centre.
- b** Expansion of Hounds Hill Shopping Centre in the town centre retail core.
- c** Restoring Blackpool Tower to its former glory with a host of new tourist attractions.
- d** Town centre public realm enhancements.
- e** Refurbishing the Winter Gardens and introducing a mix of high quality uses.

- f** Remodelling the Promenade from Gynn Square to Chapel Street.
- g** Rebuilding 3km of the seafront to provide coastal protection and environmental improvement and upgrading the Blackpool to Fleetwood tramway.

- h** Remodelling Central Corridor and provision of high volume car parks.
- i** Recent promotion to the Premier League has prompted investment in the football ground.

- k** Recent investment bringing global brand Nickelodeon to the theme park has further enhanced its family appeal.



Site transport connections

By Road

The site has direct road access to the M55 motorway via Yeadon Way / Seaside Way (Central Corridor) - a visitor route established in 1986 over the old railway line. Limited access and egress points to the local network¹ ensure that its visitor function is not undermined by local traffic movements.

Central Corridor provides excellent access to the site for cars and coaches, although heavy commercial vehicles are restricted by Yeadon Way's 7.5 tonne weight limit. There are alternative routes between the site and the M55 motorway for these heavy vehicles. Seaside Way is currently an unclassified, private road within the Council's ownership.

Traffic entering the site from Central Corridor is taken into Central Car Park; through the site into the town centre or onto the Promenade via the Town Centre Distributor Route². This route facilitates access to town centre car parks while relieving the Promenade of traffic and is particularly important when Central Promenade is closed.

The site is also accessed from the Promenade (A584), Central Drive and Chapel Street.

New Bonny Street, Bonny Street, Richardson Street and Brunswick Street (pedestrian only), are adopted, unclassified highways which run through the site linking the access points.

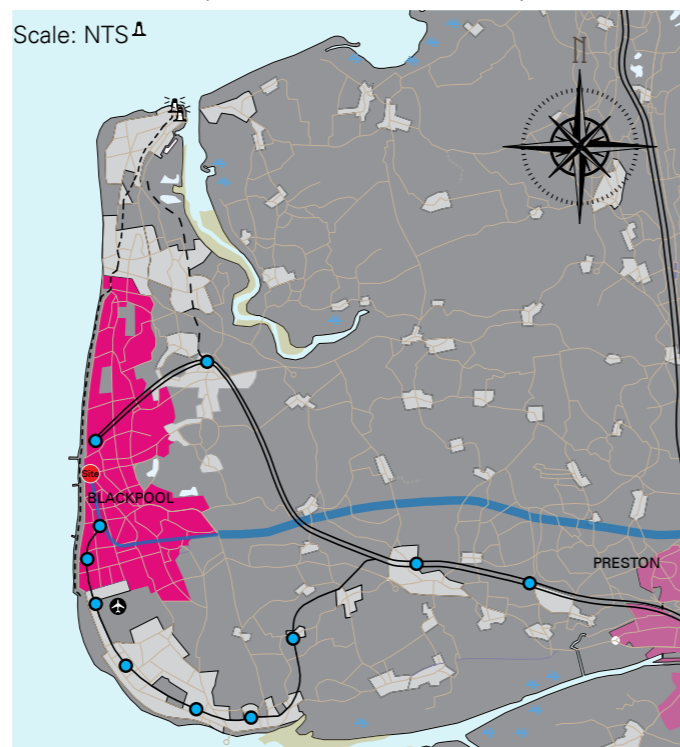
By Rail

The site is located approximately 1.5km from the main railway station in the town centre (Blackpool North)³, which has bus links to the site and a convenient taxi rank. There are four services per hour to Blackpool from Preston and beyond, with direct connections to Manchester, Liverpool and York (via Leeds).

The site is located approximately 2km away from Blackpool South station, which has bus links to the site. This has hourly services to East Lancashire via Preston, St Anne's, Lytham and Squires Gate station - within reach of Blackpool Airport.

- 1 At Parkinson Way (leading onto Waterloo Road), Bloomfield Road and Sands Way
- 2 Details of this route are shown in Figure 7
- 3 Distance measured by road

FIGURE 4. Transport connections within the Fylde Coast



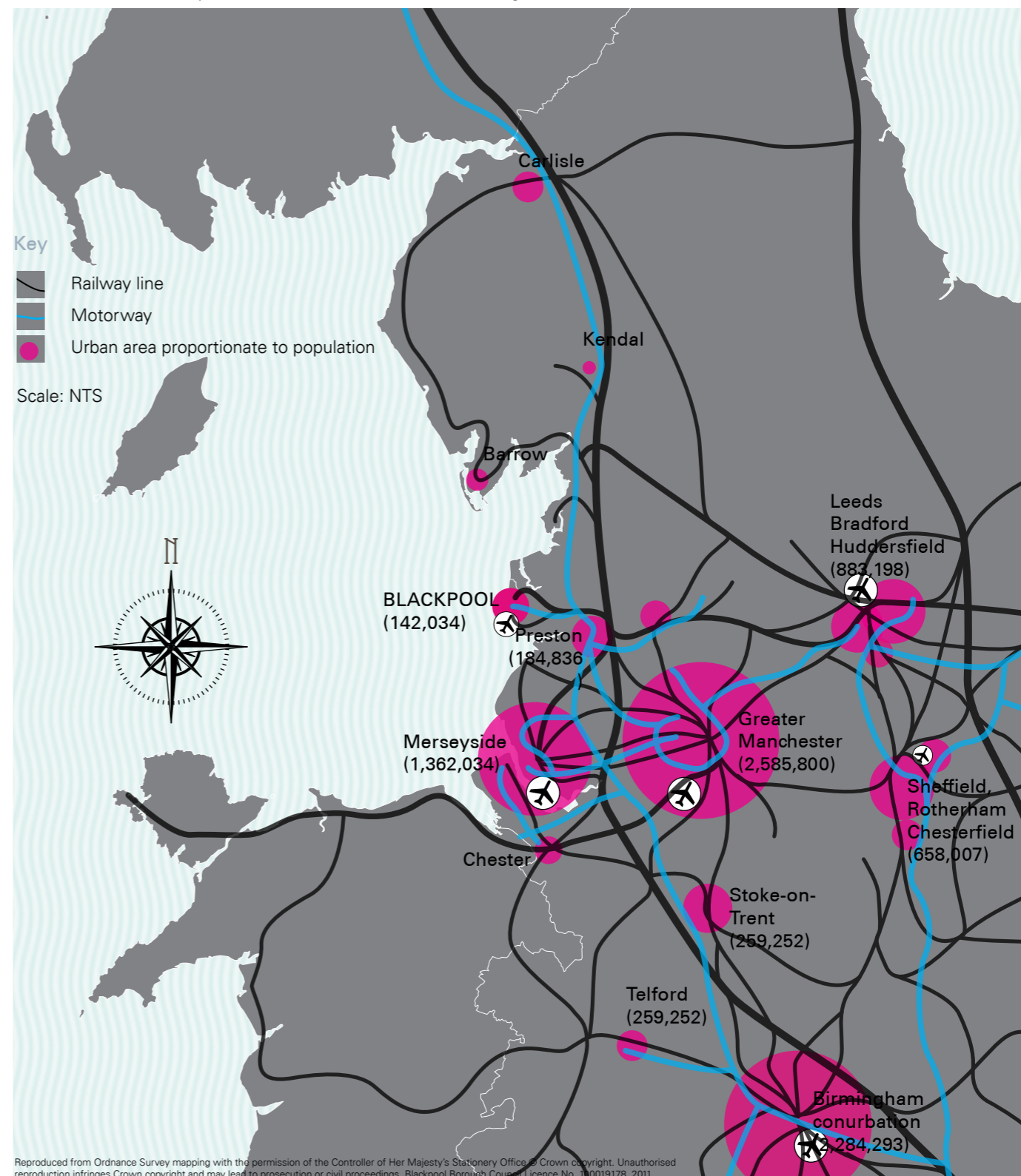
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Both lines connect Blackpool with London, Glasgow, Edinburgh and Birmingham via Preston.

By Air

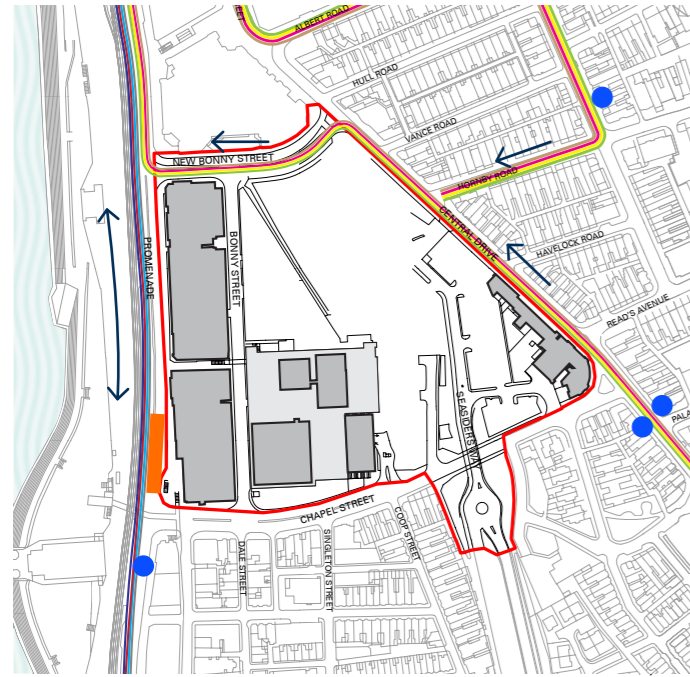
Blackpool International Airport is located 4km to the south of the site, with scheduled routes to many European destinations. A direct bus route connects the airport to the site.

FIGURE 5. Main transport connections within the North of England



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FIGURE 6. Bus routes and taxi ranks



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Key

- Bus stop
- Taxi rank

Bus routes

- | | |
|--|--|
| — 68 | — 14 |
| — 11 | — 5 |
| — 1 | — 7 |
| — 10 | — 6 |

Scale: NTS



By Tram

The Blackpool-Fleetwood tramway provides a vital public transport link along the Fylde Coast. The line runs directly past the site, with the closest stop at Central Pier. The tramway is currently being upgraded and new trams will operate from 2012, offering improved comfort, frequency and journey times.

By Bus/Coach

National Express provides year-round scheduled services to Blackpool town centre. A number of companies provide seasonal scheduled services and large numbers of day-trip excursions arrive in the season. Stagecoach provides out of town services to Preston, Lancaster, Manchester and beyond.

The site is well served by bus, Monday to Saturday, during the day. Services on Sundays and in the evening are less frequent. There are no services late at night or early morning. Numerous bus routes use Central Drive, the Promenade, New Bonny Street and Bank Hey Street.

Details of services and routes can be found at:

- www.nationalexpress.com
- www.stagecoachbus.com
- www.blackpooltransport.com

By Taxi

The main rank for licensed hackneys in the vicinity of the site is on Bank Hey Street to the north. There is another smaller taxi rank on the Promenade, north of Chapel Street.

By Bicycle

New cycle routes connecting the Promenade with Stanley Park are being developed as part of the Cycle Towns Infrastructure Programme. One of these routes runs along Chapel Street on the southern edge of the site. A cycle hire scheme is available to residents and visitors and there is cycle parking adjacent to the site.

Cycle access to the site is available using the local highway network. Pedestrian movement is strong between the car parks on site and the retail core in the town centre, along Bank Hey Street, as well as between the site and the Promenade along New Bonny Street.

On Foot

The site links the town centre with adjacent neighbourhoods and North South routes through the site and along its edges are well used. In particular, Bonny Street links through to Dale Street in the south, which lies in the Foxhall neighbourhood. These connecting streets provide a more sheltered link through to the town centre for residents and visitors than the Promenade.

Promenade crossings are provided at New Bonny Street and Chapel Street junctions. Highway projects on the Promenade to be completed by summer 2011 will greatly improve public realm and pedestrian conditions to improve connectivity and safety.

Parking

Car

Within the site, Central, Bonny Street and Chapel Street car parks provide approximately 1,050 spaces available to the public. These are in high demand during the holiday season due to their close proximity to resort attractions and the town centre.

Central Corridor provides approximately 2,250 car parking spaces serving attractions and resort accommodation to the southern end of the town (including the Pleasure Beach).

The town centre provides approximately 2,100 car parking spaces for public use⁴. Generally these are aimed at and popular with short stay shoppers and commuters.

Coach

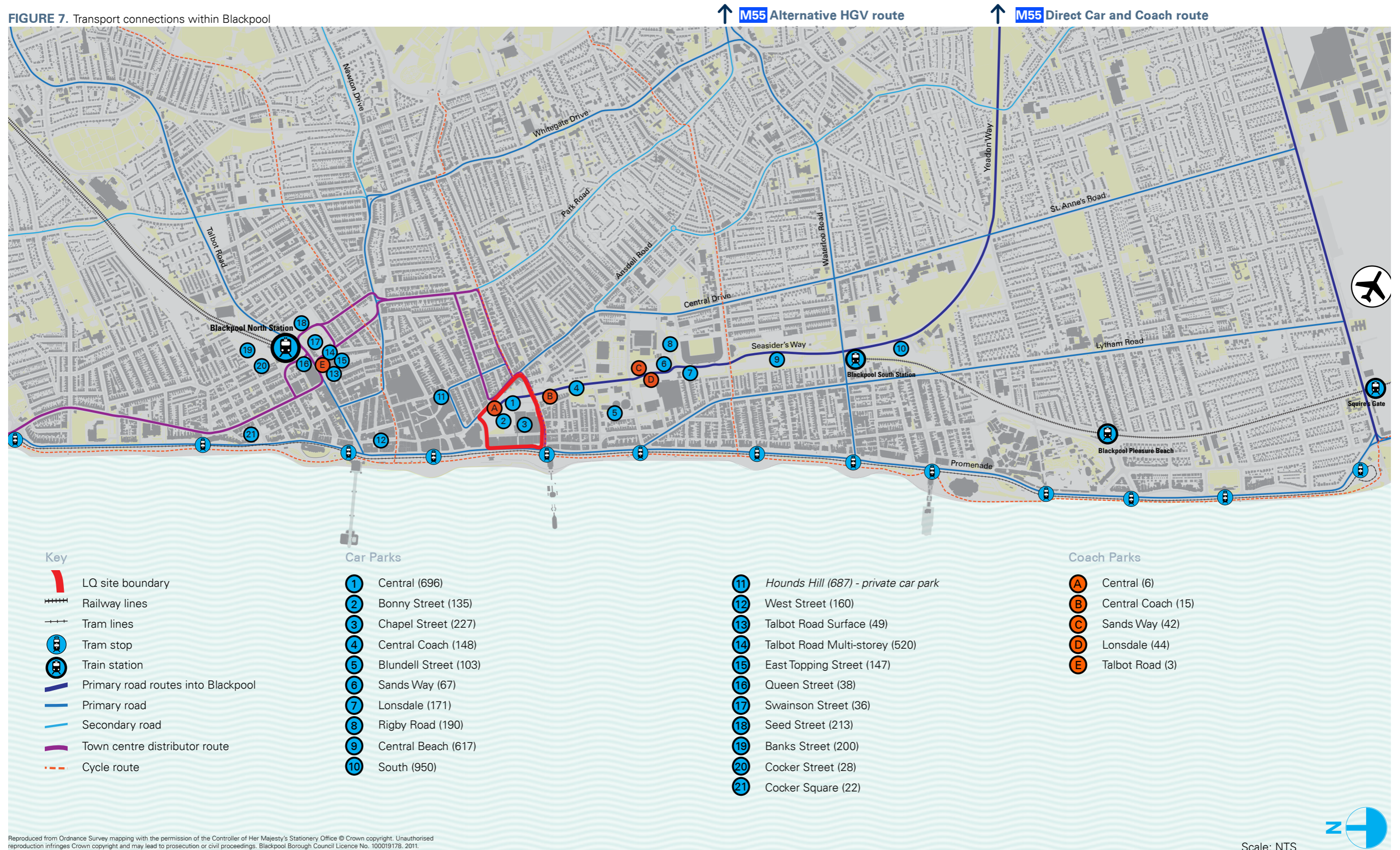
Within the site, three drop-off bays are sited on New Bonny Street and six pick-up bays with shelters are located at the north-east corner of the site; used by National Express as a terminus facility.

Central Corridor provides approximately 100 coach layover parking spaces, with a coach station facility at Lonsdale Road. In the town centre, Talbot Road coach station is a terminus facility for some coach operators.

Figure 7 shows the Blackpool transport network and the location of car and coach parking available for public use within the site, the town centre and Central Corridor⁵.

⁴ This figure excludes private car parks (with the exception of Hounds Hill which is a major private car park in the town centre).
⁵ These are approximate figures obtained from Parking Services (correct as at July 2010)

FIGURE 7. Transport connections within Blackpool



Part 3

SITE

Site Area

7.15 hectares

Height above sea level

7.5 - 9.0 metres above sea level

Geology

Alluvial deposits and wind blown sands. An underlying impermeable bedrock layer indicates the presence of aquifers. There is no significant sub-surface flow.

Features

0.3km sea frontage

Direct road access to motorway network

1x Grade 2 listed building

FIGURE 8. Aerial view of the site



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Scale 1:3000

Features and ownership

Area

The site area is 7.15 hectares. It is bound to the west by the Promenade; to the north by New Bonny Street; to the east by Central Drive; and to the south by Chapel Street. A plan of the site is shown in Figure 8.

Ownership

Figure 10 shows the major landowners of the site (as at September 2010). Blackpool Council has a major interest in the site. Information regarding leaseholders is available from the Council or the EDC.

Topography, Ground Conditions, Flood risk

The site lies approximately 7.5 metres above sea level. The land is generally flat; although overall there is a rise in level from south to north. The site is elevated where Seaside's Way enters via a bridge over Chapel Street. There is also a difference in levels between Central Car Park and Bonny Street, supported by a retaining wall.

Historic records indicate that the geology of the area consists of alluvial deposits and wind blown sands. An underlying impermeable bedrock layer indicates the presence of aquifers. There is no significant sub-surface flow.

A preliminary ground investigation study on the ground conditions and contamination levels is available from the Council or the EDC. However, this does not remove the requirement for prospective developers to undertake their own studies.

The site falls within Flood Risk Zone 1: Low Probability, where the probability of flooding is less

than 0.1% in any year¹. Blackpool's £62million sea defence scheme further reduces the risk of seawater flooding to the central area of Blackpool. The main risk is incidental flooding from the main sewerage network, relied on for combined foul and surface water disposal, caused by maintenance issues with watercourse and highways drainage.

Utilities

Most utilities and services tend to follow the boundary of the site beneath the roads. However, utility equipment including a large public sewer is sited below Bonny Street. Cable TV equipment also runs through the site.

Developers should undertake their own infrastructure investigations and liaise with relevant operators.

Heritage and Archaeology

The former King Edward VII Cinema is a Grade 2 Listed Building at the corner of Central Drive and Chapel Street at the south-east corner of the site. Built in 1913 it is thought to be one of the first purpose built cinemas in Lancashire. It was recently used as a bingo hall and is currently lying empty. The King Edward VII pub is attached to this making a positive contribution to the setting of the Listed Building. These buildings are identified heritage assets².

Lancashire County Council's Archaeology Service has

- 1 Blackpool Strategic Flood Risk Assessment (December 2009)
- 2 At the time of writing a local list is being considered and other buildings within the site may need to be taken into consideration

advised that the site is unlikely to have any buried archaeological remains that would merit preservation at the expense of development. There may be buried deposits relating to the early occupation of the town and its development into its current form, but these are likely to be fragmentary and not of national importance.

Development proposals must include an assessment of impact on Blackpool's built and buried heritage and on the setting of other nearby important structures. Further information is provided in Part 5.

Land Use

Following the closure of Blackpool Central railway station in 1964, the site has hosted a number of uses.

The central portion of the site is dominated by surface car parks following the demolition of a multi-storey car park in 1998. To the northeast corner of the site there is a public toilet block and coach drop-off / pick-up point.

The Promenade frontage comprises large amusement arcades and well-known Blackpool attractions, including the Sealife Centre and Madame Tussauds. The frontage also includes some incidental retail provision.

There is an outside market located at the northern end of Bonny Street, which opened in 1985. At the southern end are the law courts, police headquarters and Chapel Street multi-storey car park.

Commercial uses (including holiday flats) and vacant premises are located at the south-east corner of the site.

Surrounding the site is a wide range of land uses. To the north, Coral Island and The Palatine Building are large leisure and retail users; Central Drive to the east and Chapel Street to the south host a number of retail and service uses with some residential and holiday accommodation although many premises are vacant or seasonal.

Figure 9 shows indicative land uses on and surrounding the site (subject to change).

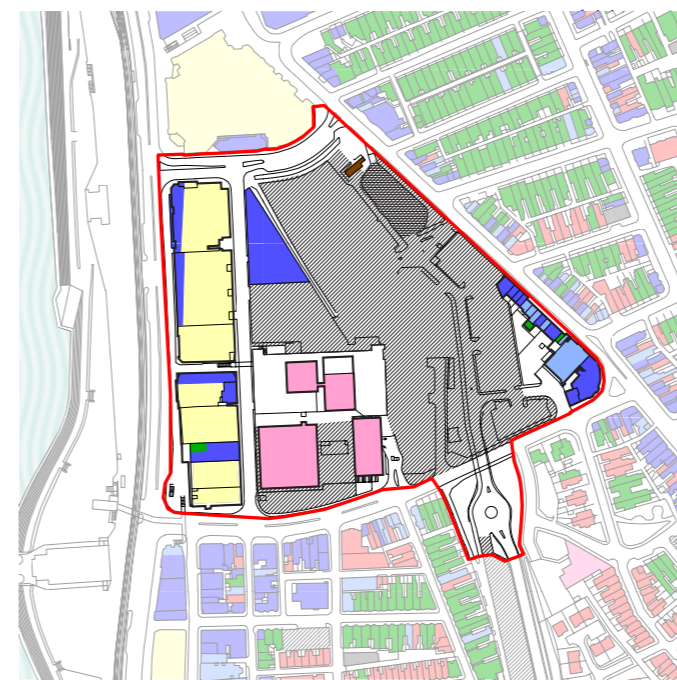
Planning History

Since 1974, the most significant applications are:

- 2001: Outline proposals for a 1000 bedroom hotel and 20,000m² of retail/leisure floorspace, incorporating a casino/ conference space, a multi purpose theatre and parking (not determined – environmental statement requested)
- 2006: Outline proposals for comprehensive mixed use development involving conference and exhibition facility, casinos, hotels, leisure, offices, food, drink, nightclubs and amusement arcades with associated parking and highway works (scheme agreed but no S106 completed – application withdrawn).

Planning approvals over this period have largely comprised frontage improvements to retail and leisure premises; advertisement consent; change of use; temporary siting of a big wheel ride; public conveniences and a new coach parking area (including pre-fabricated cabin for use as ticket office). Extant permissions relate to small-scale extensions, minor building alterations, change of use and advertisement consent.

FIGURE 9. Indicative land uses



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Key

Site boundary

Land uses

- Leisure
- Retail and service provision
- Residential
- Holiday accommodation
- Other commercial uses
- Vacant building
- Law Courts and Police Headquarters
- Public conveniences
- Car park
- Coach park

FIGURE 10. Land and property ownership



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Key

Site boundary

Freehold (information correct Sept 2010)

- Blackpool Borough Council
- Brunswick Property Co. Ltd.
- Crossco No.3 unlimited
- Lancashire Police Authority
- Punch Taverns (Pubs) Ltd.
- Terence Peter Kenyon

Scale: NTS



Site Elevations (including key buildings with indicative plot sizes)

FIGURE 11. Site elevation West



FIGURE 12. Site elevation South

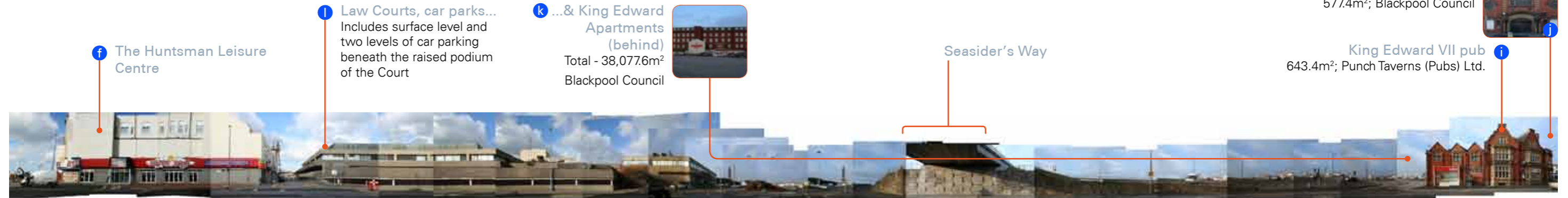
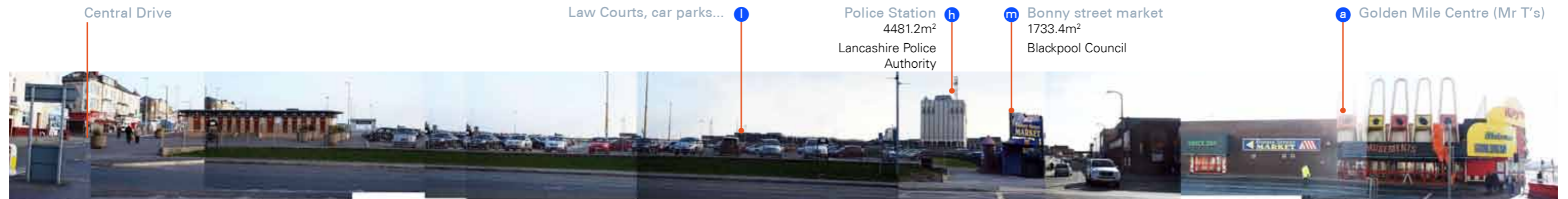


FIGURE 13. Site elevation North



Site Context Elevations

FIGURE 14. Context elevation looking East



FIGURE 15. Context elevation looking South



FIGURE 16. Context elevation looking North



FIGURE 17. View of the site including the Promenade



Part 4

DEVELOPMENT

A Comprehensive Approach

The emphasis on a comprehensive approach to developing the site is central to the requirements of the emerging Blackpool Core Strategy¹.

Comprehensive development of the entire site will ensure the development achieves appropriate physical and functional integration with the resort core and town centre, as well as the highest quality of urban design and architecture.

We will not support development proposals that are piecemeal in approach. Therefore, any developer bringing forward proposals must secure permission to develop the whole of the site (which may be in outline). A phased development programme must set out how the comprehensive development of the site is to be achieved with an indication of timescales.

Any subsequent proposals must be set within the context of that formal planning approval for the whole of the site, and any developer must demonstrate a willingness to collaborate with other development partners to pursue comprehensive development through the planning, licensing, land assembly and construction phases.

This will ensure that the objectives in this brief are fully satisfied; individual phases achieve functional and physical integration; the site has a robust composition; and all reasonable measures have been taken to relocate uses that are incompatible with achieving the development objectives.

Blackpool Council, as a major landowner on the site, will seek to establish a development agreement with other landowners, public sector partners and selected

developer(s), to assist with this process. The Council will use its compulsory purchase powers to assist with land assembly where required.

If, after all reasonable measures have been taken to redevelop the entire site, this is not possible, then the retention and improvement of existing buildings will be allowed provided the scheme is able to meet the development objectives.

Designated heritage assets are identified in Part 3. Proposals must demonstrate that the scope to retain and incorporate them into the development has been fully explored. Any loss or harm will need clear justification and meet the tests set out in PPS5: Planning for the Historic Environment².

Appropriate site management will need to be considered and detailed in a 'Handover, Maintenance and Management' Plan which should also include how the disruption of the construction phases on the environment and surrounding uses will be managed and minimised (e.g. interim access and parking arrangements and maintenance of the Promenade frontage).

¹ Draft Policy R10, Preferred Option (May 2010)

² See section 5 for further guidance

Appropriate Uses

Draft Policy R10 identifies a range of appropriate uses for the site that will, in combination, define a compelling visitor attraction. These are:

Major Leisure Development of National significance; the cumulative impact of a single or group of leisure uses must provide a compelling new reason to visit Blackpool.

Complementary Leisure Uses that would add value and support the major leisure development.

Complementary Hotel Development consisting of high quality hotel provision commensurate with 3-5* standard³. On-site provision must not exceed 60% of the projected bed-space demand for the whole of the site. This under provision will help to meet the objectives of wider resort regeneration, by allowing visitor overspill into existing hotels and holiday accommodation. A comprehensive hotel assessment will be required to underpin the level of provision⁴.

The location and grouping of hotel development will need to be considered; although a Promenade frontage location will be supported.

Ancillary Retail Development – it is accepted that major leisure uses and hotel development are likely to incorporate an element of ancillary retail development and food and drink uses in the form of shops, cafes and restaurants. Any retail development

³ 'A Visitor Accommodation Study of the Fylde Coast Sub-Region' identifies the need to re-balance the supply of Blackpool's holiday accommodation, whilst still encouraging new quality replacement holiday accommodation in appropriate locations. This can be viewed at: www.blackpool.gov.uk/corestrategy2010

⁴ See section 5 for further guidance

must complement the retail offer in the town centre, enhancing its vitality and viability.

The location and grouping of retail development will need to be considered to provide transition between the leisure development on the site and the main town centre to the north. A frontage character predominately defined by continuous retail will not be supported. An impact assessment will be required in support of any retail proposals⁵.

Other commercial uses forming part of a comprehensive mixed use proposal will be considered on merit.

Parking and Servicing including major public car park provision to serve the development and town centre; coach parking; drop-off and pick-up facilities; and taxi access.

High Quality Public Realm – block and architectural development will need to be set within an integrated spatial context, delivering a distinctive identity for the site.

Other Ancillary Development – the servicing and management of the site may require specific facilities for their accommodation. The Council will expect such uses to be integrated in such a way as to be unobtrusive within the publicly visible areas. In addition the Council will require the provision of conveniently located public toilets.

⁵ Section 5 contains further guidance

Transport Requirements

Ease of access, quality arrival points and adequate parking facilities are important aspects of the visitor experience. The site must also integrate with and support existing resort core uses and attractions.

Key transport objectives:

Highway Access

- The site must have simple, direct, car and coach motorway access and egress via the dedicated Central Corridor route and the development must provide the means of achieving and maintaining this, with appropriate highway improvements
- Good vehicular connections between Central Corridor, town centre, Promenade, resort core attractions and adjacent resort neighbourhoods must be retained or enhanced
- To minimise traffic impacts on congestion and pollution by effective traffic and parking management (introducing Urban Traffic Management and Control as appropriate) with travel planning to encourage walking, cycling and the use of public transport as much as possible

Car and Coach Parking

- The establishment of suitable levels of parking provision and a management regime that balances projected demand and needs of on-site and off-site uses. In addition to the parking demands of the development itself, 800⁶ dedicated car parking spaces will be

⁶ This figure is approximately 80% of the current site provision. 2007/08 data from the Council's Transport Division shows that approximately 81% of visits to Central Car Park were short stay (less than 4 hours).

required within the site (or elsewhere if it can be demonstrated to be as conveniently located) to serve the wider town centre and nearby resort attractions and accommodation

Access by Public Transport

- Appropriate improvements to public transport access to the site for employees and visitors, and measures that ensure attractive bus and tram travel to the site. Bus services around the site boundaries must suffer no additional delays
- Promoting and maximising use of existing connections to Blackpool North and Blackpool South railway stations and the Airport

Pedestrian and Cycle Access

- Good, safe and accessible pedestrian and cycle links to the town centre, Promenade and resort neighbourhoods with defined pedestrian routes to and through the site during the day and evening
- Encourage cycling by employees and visitors by providing cycle parking and associated facilities

Construction and Servicing

- Suitable parking and access provision during the construction phase
- The ability to service uses on the site from the local highway network without impacting on pedestrians, local communities and traffic flows

A Transport Assessment will be required to support a planning application, with an accompanying Travel Plan Framework⁷.

Key transport requirements are set out in Appendix 2.

⁷ See Section 5

Design Principles

Lifting Quality in the Built Environment

Blackpool's success as a visitor destination depends on its ability to excite and amaze. This guidance draws on saved design policies in the Local Plan. It sets out the Council's expectations as to how the design of the site should be pursued, highlighting the design characteristics most important in developing a distinctive and relevant brand for the site.

The concept developed for the site must demonstrate the highest design quality and ambitions befitting this unique opportunity site and worthy of being an independent attraction in its own right.

Key design principles:

- A new icon. A building or group of buildings which make a striking, architectural statement, adding positively to the resort character through evocative high quality design and the creative use of suitable materials
- A comprehensive masterplan which allows individual phases to come forward as coherent standalone pieces of townscape until subsequent phases are completed
- Recognising the importance of the character and setting of the Grade 1 Listed Blackpool Tower - utilising the location of the development site to complement key views of the Tower to ensure that the Tower retains its status in the skyline
- Seamless pedestrian links through the site during the day and evening to the town centre and adjoining resort neighbourhoods – which provide a more sheltered alternative to the Promenade
- A development that achieves the highest design

and material quality enhanced with spectacular illumination and exceptional public realm/art

- Active frontages on all four sides of the development that animate and populate surrounding streets, with key pedestrian entrances into the site from the Promenade and at the Northeast corner from New Bonny Street, linking to the town centre to the North
- Adding value to the Promenade experience. The main height and mass of the proposal must be orientated towards the Promenade, so the development can present its primary frontage and brand directly onto Blackpool's shop window
- Softer edges. The proposal should respond to its surroundings and consider scale, rhythm and detail of its external interactions with Chapel Street, Central Drive and New Bonny Street
- Innovative energy saving and generation measures befitting the flagship development status are expected

Key design guidance is set out in Appendix 3.

Part 5

APPROVALS PROCESS

Planning Application

This section provides information on the Local Planning Authority's (LPAs) submission requirements with respect to any planning application, including technical assessments and other supporting information. Details are also provided on the likely range of matters that will be subject to planning conditions or legal agreements.

Pre-Application

Early pre-application discussions are essential to determine the precise nature of the information that is required to support any application and to ensure that the approvals process is not subject to delay.

The Council and the EDC will facilitate pre-application joint-working arrangements with officers from various divisions across the Council, including Planning, Transportation, Built Heritage, Asset Management, Illuminations and visitBlackpool.

In addition, the Council and the EDC will facilitate pre-application discussions with key external organisations, including English Heritage and United Utilities.

Planning Application

Full or Outline Planning Application

Applications may be submitted in full or in outline. All applications must demonstrate consistency with the criteria set out in Section 4.

If in outline form, an application will be expected to seek approval of the following matters (as a minimum):

- Layout - the way in which buildings, routes

and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development

- Scale - the height, width and length of each building proposed within the development in relation to its surroundings
- Access - accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network.

Appearance and Landscaping will be acceptable as reserved matters.

The proposal should also indicate the use or uses proposed for the development, the amount of development proposed for each use, and any distinct development zones within the site.

Approval of Reserved Matters

Detailed proposals for phased development will need to be pursued as either reserved matters to an existing outline approval for the whole site, or form part of an application for the site as a whole with proposals for other phases submitted in outline.

Listed Building Consent

Parallel to the planning application will be the need for Listed Building Consent to support any proposal relating to the Grade 2 listed former King Edward VII cinema building located on the south east corner of the site fronting Central Drive.

Technical Assessments

Environmental Impact Assessment (EIA)

EIA is an important procedure for ensuring that the likely effects of new development on the environment are fully understood before the planning application is determined.

An Environmental Statement will be required in accordance with Schedule 2, 10(b) of the Town and Country Planning (EIA) Regulations 1999.

A scoping report should be submitted to the LPA at an early stage for a formal scoping opinion on the information to be supplied in the Environmental Statement.

The EIA may include (although is not exclusive to) assessments on:

- Socio Economic impact
- Transport and Access
- Noise and Vibration
- Microclimate: Wind Assessment
- Ground Conditions and Contamination
- Water Resources and Flood risk
- Sustainability and Energy
- Ecology and Nature Conservation
- Air Quality
- Townscape and Visual Assessment
- Daylight, Sunlight and Overshadowing
- Cumulative Impacts

Transport Assessment (TA)

The TA will address the likely impact of the development in the area and identify any remedial measures that might be necessary.

A report detailing the scope of the TA should be submitted to the authority's transportation division at an early stage for consultation.

The requirements of the TA will include (although are not exclusive to):

- Existing access, road network layout, traffic demands and provision for non-car modes
- Proposed site access and internal circulation, off-site highway modifications, provision for non-car modes and servicing arrangements
- Forecast traffic and parking demand generated by the different uses within the development (accounting for mitigation measures from effective traffic and parking management/ travel planning)
- Sustainable access including public transport, walking and cycling initiatives, park & ride opportunities and a Travel Plan framework
- Traffic effects of site development.

The TA should include proposals to maintain adequate levels of access to existing uses in the town centre and nearby resort areas during each phase of the development.

Hotel Assessment

To support wider resort regeneration, any hotel provision within the development will need to be underpinned by a Hotel Assessment, which justifies:

- the number and quality of bed-spaces provided within the proposed development;
- the impact of the proposed development on existing stock; and
- the contribution that the future requirement for new hotel bed space generated by the proposed development can make to wider resort regeneration.

Retail Assessment

The Local Planning Authority will need to be satisfied that any retail proposals which come forward would complement the retail offer of Blackpool Town Centre and not undermine its vitality and viability, or that of any other centre.

An impact assessment dealing with the impacts set out in PPS4 is likely to be required in support of any retail proposal, dependent on scale and the nature of ancillary retail being proposed.

Heritage Assessment

Heritage matters are a material consideration in the determination of a planning application, and the impact of development proposals on heritage asset(s) will need to be assessed.

The requirements will need to satisfy Policy HE6 of PPS5, and include:

1. A desk-based assessment and walk-over survey to identify the built heritage assets affected⁸ (both in terms of physical fabric and setting) and any surviving buried architectural remains⁹
2. An assessment of the significance of the heritage asset(s) affected and the contribution of their setting to that significance
3. An assessment of the impact of the proposal on the significance of the heritage asset(s) and details of proposals for mitigating the impact of development if applicable
4. Where the application will lead to substantial harm or total loss to the significance of a listed building, the assessment must include justification on the grounds set out in PPS5 (Policy HE9.2). A case will need to be made on the grounds that the proposed development is necessary to allow a proposal that offers substantial public benefits. For the loss to be necessary there will be no other reasonable means of delivering similar public benefits, for example through different design
5. The sources that have been considered and the expertise that has been consulted.

⁸ These include heritage assets within the site identified in Part 3 and any beyond the site affected by development within their setting, for example the Grade I Listed Blackpool Tower.

⁹ Map evidence suggests that only three pockets of land have significant potential for 19th century buried remains within the site. These are Bonny Street Market and surface car park; and land adjacent to Chapel Street and Seasiders Way.

Supporting Information

Planning Statement

A planning statement should address compliance with relevant planning policy.

Design and Access Statement

Developers will need to prepare this in advance of work on detailed proposals to provide the necessary context, commitment, reference and control for all subsequent design decision-making and any subsequent planning applications.

The Design and Access Statement will need to show how a concept has been arrived at and how it will guide design from the strategic to the detailed level. It must identify 'guarantee mechanisms' to be used by the developer to protect the integrity of the design concept and approved scheme quality against unforeseen commercial pressures over the life of the project.

This statement should include:

- site analysis
- design approach, justifying what is appropriate for the site in its context
- design response, justifying a coherent design concept which responds to the design principles listed in this brief (covering the list of eight design issues in saved policy LQ1 of the Council's Local Plan) – this may include a design code
- phasing and implementation strategy.

The Design and Access Statement should state how the needs of all users, including the mobility impaired, have been addressed as part of the design process.

In addition, the Design and Access Statement will

need to state how the design and management of public realm (surfacing, street furniture, signage and illumination) connects physically with the surrounding built form and how it fits and contributes to the thematic architectural approach.

It should be informed by a Lighting Strategy, an Energy Strategy and a Strategic View Appraisal which are discussed in Appendix 3.

Travel Plan Framework

A framework plan will be required, which will broadly outline modes of arrival, informed by the appraisal of access within the TA. The travel planning process should be guided by and conform to guidance set out in 'National specification for workplace travel plans' published by the British Standards Institution.

Statement of Consultation

This should explain the steps the developer has taken to engage with key organisations, stakeholders and the community prior to submitting the application, and outline how their views have informed the preparation of the planning application.

Planning Conditions and Legal Agreements

In granting any planning permission, the LPA will use planning conditions and agreements as quality assurance mechanisms to ensure that:

- The provisions of local planning policy and the requirements of this SPD are satisfied
- The facilities required for the development, including all necessary infrastructure, services and community facilities, are met
- Any negative impact on the environment or local amenity due to the development are overcome.

Examples of where the LPA will use planning conditions and Section 106 or 278 agreements for these purposes are likely to include:

- Phasing of development
- Highway works (including stopping up existing highways where appropriate)
- Improved access/accessibility by non-car modes
- Hard and soft landscaping and its future maintenance (reserved matters stage)
- Provision of physical infrastructure
- New and upgraded public transport facilities
- Public art and street furniture
- Sustainable Urban Drainage Systems (SUDS)
- Archaeological watching brief
- Site investigations for contamination
- Site levels and building floor levels
- Handover, maintenance & management plan

- Travel Plan
- Traffic and parking management strategy
- Servicing management plan
- Submission of purchase invoices
- Environmental management system
- Employment opportunities for local people
- A scheme of recording where the loss of a heritage asset is justified

Appendices

APPENDIX 1

Policies, Plans and Strategies

While preparing this SPD the Council has had due regard to National and Local Planning Policy, Regional Strategies, the Joint Lancashire Minerals and Waste Development Framework, Blackpool Sustainable Community Strategy and the Blackpool Local Transport Plan.

National Planning Policy

PPS1 Delivering Sustainable Development and its supplement – Planning and Climate Change

PPS4 Planning for Sustainable Economic Growth

PPS5 Planning for the Historic Environment

PPS9 Biodiversity and Geological Conservation

PPS10 Planning for Sustainable Waste Management

PPG13 Transport

PPS22 Renewable Energy

PPS23 Planning and Pollution Control

PPS25 Development and Flood Risk

Good Practice Guide on Planning for Tourism

Delivering a Sustainable Transport System

Regional + Sub-Regional Strategies

North West Regional Spatial Strategy

The intention is that the North West Regional Spatial Strategy will be revoked by the emerging Localism Bill in 2012.

Northern Way Growth Strategy

Central Lancashire City Region Development Plan

Lancashire Economic Strategy

Fylde Coast Multi-Area Agreement (MAA)

Lancashire Minerals and Waste Development Framework 2009/2021

The Core Strategy DPD for minerals and waste was adopted by the 3 joint authorities of Blackpool, Blackburn with Darwen and Lancashire County Council in 2009. Key policies are:

CS2 Minimising the need for Mineral Extraction

CS6 Promoting Waste Minimisation and Increasing Waste Awareness

CS7 Managing our Waste as a Resource

The Managing and Minimising Waste in New Developments SPD was adopted by the 3 joint authorities in 2007 and is also relevant.

Blackpool Sustainable Community Strategy

This sets out a vision for the future of Blackpool to 2028, supported by 4 goals:

1. Improve Blackpool's Economic Prosperity
2. Develop a Safe, Clean and Pleasant Place to Live, Work and Visit
3. Improve Skill Levels and Educational Achievement
4. Improve the Health and Well-Being of the Population

Goal 1 is supported by 4 key objectives:

- Create high quality, all year-round reasons to come to Blackpool
- Establish Blackpool town centre as the sub-regional centre for the Fylde Coast
- Promote enterprise
- Improve transport and increase accessibility

Blackpool Local Development Framework

The emerging Core Strategy sets out strategic proposals for Blackpool's development and growth to 2026, supported by four objectives:

- Sustainable regeneration, diversification and growth
- Maximising regeneration
- Providing supporting growth
- Balanced, healthier and greener Blackpool

Key draft policies in the Core Strategy Preferred Option (April 2010) are:

S6 Quality of Place

S7 Climate Change and Sustainable Development

R3 Resort Heritage

R4 Arrival and Movement

R5 Blackpool Town Centre Strategy

R10 Former Central Station Site / Promenade Strategic Town Centre Site

R11 Town Centre Leisure Frontage

G9 Energy Requirements of New Development

G10 Sustainable Design, Layout and Construction

G11 Strategic Site Energy Requirements

PO1 Planning Obligations

To support the Core Strategy, the following documents are being prepared:

The Holiday Accommodation SPD provides guidance on the consolidation of Blackpool's holiday accommodation into smaller defined holiday areas to support an improvement in quality.

The New Homes from Old Places SPD provides guidance on raising the quality of residential conversions and sub-divisions by establishing modern space and amenity standards.

Foxhall, South Beach and North Beach Neighbourhood Plan SPDs will identify opportunities for development and improvement in these declining inner resort areas, so that future resources can be targeted appropriately.

Foxhall lies to the south of the Leisure Quarter site. Key proposals likely to be contained in the Foxhall Neighbourhood Plan would complement this SPD:

- Developing a mixed use corridor along Chapel Street
- Improving key north-south and east-west routes and connections, and encouraging pedestrian movement into Foxhall
- Providing adequate parking
- Targeted environmental improvements on Seaside Way.

The Town Centre Strategy will identify key actions to improve Blackpool town centre and encourage private investment. The Draft Town Centre Strategy identifies the need to secure comprehensive redevelopment of the Leisure Quarter site.

Blackpool Local Plan 2001/2016

Most policies in the Local Plan have been 'saved' until appropriate LDF policy documents come forward to replace them. Key 'saved' policies are:

RR1 Visitor Attractions

RR2 Visitor Accommodation

RR4 Amusement Arcades and Funfairs

RR7 Promenade Frontages within the Resort Core

RR13 Central Corridor

RR14 Lytham Road/Bloomfield Road, Chapel Street, Central Drive & Dickson Road

LQ1 Lifting the Quality of Design

LQ2 Site Context

LQ3 Layout of Streets and Spaces

LQ4 Building Design

LQ5 Public Realm Design

LQ6 Landscape Design and Biodiversity

LQ7 Strategic Views

LQ8 Energy and Resource Conservation

LQ9 Listed Buildings

LQ13 Advertisements and Signs

BH3 Residential and Visitor Amenity

BH4 Public Health and Safety

NE10 Flood Risk

AS1 General Development Requirements

AS2 New Development with Significant Transport Implications

AS3 Provision for Walking and Cycling

AS4 Provisions for Public Transport

AS5 Traffic Management

PO1 Planning Obligations

Blackpool Local Transport Plan 2011/2016

Transport provision for the development site should be compatible with wider transport and sustainability goals.

The Third Local Transport Plan was adopted by the Council in March 2011, setting out Blackpool's transport policies and objectives, and a plan to implement them until 2016.

The Local Transport Plan has six strategic objectives:

- **Objective 1:** Improve, maintain and make best use of Blackpool's transport network; in particular its roads, footways and bridges
- **Objective 2:** Improve road safety by interventions that reduce the number of people, particularly children, killed and seriously injured on Blackpool's roads
- **Objective 3:** Manage congestion levels on Blackpool's roads, especially where it impacts on local economic performance.
- **Objective 4:** Improve transport to and within the resort, particularly by more sustainable modes, to enhance the visitor experience and support the local economy.
- **Objective 5:** Improve the efficiency and management of parking to support the local economy, especially for shoppers and visitors.
- **Objective 6:** Improve access to healthcare, education, employment, shops, social/leisure opportunities and resort attractions, particularly by sustainable modes.

APPENDIX 2

Further Guidance on Transport Requirements

This guidance expands on the key transport objectives listed in Section 4 and identifies general improvement measures and solutions; although clearly the Transport Assessment (TA) will determine the development's scale of impact and detail appropriate remedial measures required.

Highway Access and Movement

Objective: achieve and maintain simple, direct car and coach motorway access and egress via the dedicated Central Corridor route

Proposals along Central Corridor, in particular Seaside Way between Sands Way roundabout and the site, which will be the gateway to the development, need to be developed in collaboration with the Council to facilitate safe, convenient and efficient connections to the motorway.

Main access to and egress from the site for cars and coaches should be via Central Corridor and proposals must show how this will be achieved. Maintaining a connection between Seaside Way and Chapel Street would be desirable.

The developer should assess the highway network performance to determine the impact that a significant increase in traffic will have on existing capacity, particularly on Yeadon Way. Seaside Way is currently a private road, although, as it would carry significantly more traffic, the road's status will be reviewed in the future.

Proposals must demonstrate how coach arrivals and departures will be facilitated, including convenient drop-off and pick-up points and means of access back onto Central Corridor. This should be informed by quantifying visitor arrival and departure patterns in terms of numbers / times of day.

Objective: retain or enhance good vehicular connections between Central Corridor, town centre, Promenade, resort core attractions and adjacent resort neighbourhoods

To facilitate safe and convenient road access all approaches to the site and all modes of transport should be considered including emergency access and evacuation arrangements.

Proposals must show how non-site traffic affected by the development will be accommodated on the local highway network and additional congestion minimised. Non-site traffic should be taken off Central Corridor at appropriate locations and deterred from approaching the site after Sands Way roundabout; the TA should assess all possible options.

Central Drive should be used for town centre-bound traffic from the South. From here drivers should be encouraged to use the Town Centre Distributor Route. Good access to the Hounds Hill shopping centre must

be maintained.

Given the scale of development, link and junction upgrades will be necessary to achieve good access and egress. These will be determined in the TA and may include some of the following:

- Seaside Way / potential new link to the local highway network in the area of Chapel Street
- Seaside Way / Bloomfield Road
- Seaside Way / Sands Way
- Promenade / Chapel Street
- Central Drive / Palatine Road
- Central Drive / Chapel Street
- Central Drive / Reads Avenue
- Reads Avenue / Coronation Street
- Central Drive / Hornby Road
- Central Drive / Albert Road / Bank Hey Street
- Albert Road / Coronation Street
- Coronation Street / Hornby Road
- Bank Hey Street / Adelaide Street West
- Promenade / Adelaide Street West
- New Bonny Street / Central Drive
- New Bonny Street / Promenade
- Sands Way / Rigby Road
- Rigby Road / Central Drive
- Yeadon Way / Parkinson Way
- Parkinson Way / Waterloo Road

Roads and footways adjacent to the site boundary along Chapel Street, New Bonny Street, Central Drive and the Promenade, and Seaside Way from Sands Way roundabout will need to be enhanced as appropriate.

Along New Bonny Street shared surface treatment could be introduced and vehicular access restricted, which would have the benefit of enhancing non-car access to the site, improve the streetscape and connect with businesses and the town centre. The service and pedestrian access off New Bonny Street to Coral Island needs to be retained and designed into the scheme in consultation with the operator.

Any new or modified highway infrastructure should aim to reduce traffic speeds, cater for pedestrians and cyclists and incorporate bus priority technology if appropriate. Proposed modifications should be considered holistically, assessed through the TA and agreed with the Council's Head of Transportation.

Objective: effective traffic and parking management to minimise congestion and pollution

Appropriate traffic management and signage is required to separate site and non-site traffic including that on Central Corridor and the Promenade. Signage will need to be reviewed and upgraded as appropriate.

Innovative traffic and parking management is vital to minimise congestion and pollution levels. Urban Traffic Management and Control (UTMC) systems may be necessary for efficient traffic management such as interactive parking signs and bus priority. Such measures should integrate with the upgrade of traffic signals in the area being progressed through a Private Finance Initiative (PFI).

To facilitate the delivery of the TA, a separate Traffic and Parking Management strategy should be submitted and regularly updated in agreement with the Council's Head of Transportation¹.

Car and Coach Parking

Objective: establish suitable levels of parking provision and management that balances projected demand and needs of on-site and off-site uses

Car parking will be required on-site and convenient off-site locations, most likely along Central Corridor. Off-site parking will need good car and pedestrian connections and demand responsive transport to the site.

In addition to the parking demands of the development, 800 dedicated car parking spaces will be required within the site, or elsewhere if it can be demonstrated to be as conveniently located², to serve the wider town centre and nearby resort attractions and accommodation.

All new parking spaces should be publicly controlled or subject to a legally binding management agreement to ensure they operate as part of and complement parking provision across the resort - aligning with the Council's Parking Strategy, guaranteeing availability and reflecting the Council's pricing structure.

The proposals should include contingency arrangements for when allocated on- and off-site parking is full. It is important that parking provision is managed to help meet wider parking demand and to maximise the use of spaces by different types of user.

¹ This is a suggested planning condition

² The developer should liaise with the Council to find suitable alternative locations

Convenient disabled parking and secure motorcycle parking should be provided.

The TA should assess the impact of parking on streets in the vicinity of the development and the Council may consider appropriate management to mitigate the impact e.g. permit schemes.

Convenient coach pick up and drop off should be provided within or adjacent to the site, with off-site layover space along or adjacent to Central Corridor. Comprehensive facilities for coaches and their passengers should include shelter, information, left luggage and toilets.

Access by Public Transport

Objective: appropriate improvements to public transport access to the site and measures to ensure attractive bus and tram travel to the site

The frequency, quality and convenience of all affected bus services must be protected or enhanced with bus operations reinstated or relocated as appropriate. To facilitate arrival by bus, bus stops should be upgraded as necessary and located to provide good pedestrian links to site entrances and surrounding area.

To facilitate safe and convenient access by tram, nearby tram stops may need to be upgraded and pedestrian links across the Promenade to the site improved.

There should be safe and convenient places for licensed hackneys and private hire vehicles to pick up and drop off. Hackney's should be able to rank adjacent to the site.

The needs of public coach services currently using the New Bonny Coach drop-off / pick-up facility within the site must be considered.

All public transport operators must be fully consulted.

Objective: promoting and maximising use of existing connections to Blackpool North and Blackpool South railway stations and the Airport

There must be good transport connections to nearby railway stations and the airport from the site.

As well as measures to facilitate arrival to the site by bus and taxi (which connect to nearby railway stations and the airport) the developer may need to consider demand responsive transport.

Pedestrian and Cycle Access

Objective: good, safe and accessible pedestrian and cycle links to the town centre, Promenade and resort neighbourhoods with defined routes to and through the site during the day and in the evening

The site must have safe and convenient pedestrian access for all. There must be strong pedestrian connectivity with the town centre retail core and the seaward side of the Promenade, including enhanced linkages on Bank Hey Street, New Bonny Street and the junction of Central Drive/Albert Road.

There will need to be quality linkages with Central Drive and Chapel Street and the neighbourhoods beyond including a pedestrian connection to Dale Street to enhance connectivity with the Foxhall area.

Pedestrian links through the site must be attractive, permeable and safe to use at all times. Desire lines should be catered for within the site layout. Pedestrian signage and safety must be considered throughout.

Objective: encourage cycling by employees and visitors by providing cycle parking and associated facilities

Within Blackpool, cycling has the potential to be the main local commuting mode to the site and development proposals should exploit this with attractive, convenient and secure cycle parking and facilities provided at or near to site entrances.

Cycle friendly infrastructure off-site at links and junctions that are being modified as part of the proposals will need to be considered. This includes cycle links to local cycle networks, particularly the Promenade route which is part of the national cycle network, and to the explorer routes being developed as part of the Cycling Towns programme.

Construction and Servicing

Objective: suitable parking and access provision during the construction phase

Construction traffic will need to be carefully managed to minimise the impact on the local highway network; routes and times of operation need to be agreed by the Council's Head of Transportation. Temporary arrangements will need to be implemented as part of the Traffic and Parking Management Strategy.

During the construction and operation of each

development phase good levels of access for all transport modes within the town centre and nearby areas should be maintained. Public transport operators should be fully consulted.

The proposals should demonstrate how public and site parking that provides convenient town centre access will be provided during construction.

Objective: ability to service uses on the site from the local highway network without impacting on pedestrians, local communities and traffic flows

A Servicing Management Plan for servicing areas on site must be submitted to and agreed by the Council's Head of Transportation³. As a minimum, this should specify numbers / types of vehicles, arrival / departure routes, access points, times of day and duration of stay, in relation to each of the different uses.

Commercial vehicles must adhere to agreed routes and times to minimise the impact on the highway network. No access will be permitted via Yeadon Way (7.5 tonne weight limit for commercial vehicles), Seaside Way or the Promenade. Servicing traffic should approach the site via other classified roads, including Preston New Road. Chapel Street should be used for service access in preference to Central Drive.

Full consideration needs to be given as to how servicing will impact on the public realm, local amenity and streetscape. Service areas will need to be largely contained within the site and not require vehicles to undertake reversing movements to or from the highway. Proposals should demonstrate how vehicle movements generated will be best managed to minimise traffic and congestion.

Travel Planning

Section 5 sets out the requirements for a Travel Plan Framework, which will scope out the Travel Plan.

A Travel Plan will need to be completed six months before the site is first occupied and reviewed on a regular basis thereafter⁴. Ideally a full-time Travel Plan Co-ordinator should be employed 12 months prior to the first building being occupied.

The Travel Plan must present a coherent strategy to increase car occupancy and greater use of sustainable modes of transport for site visitors and employees. It should consider:

- dedicated employee car parking
- discounted public transport travel from local operators
- making best use of taxi and private hire services and how car share schemes might be exploited
- necessary transport for staff to be able to travel to/from the site efficiently at times when viable public transport alternatives aren't available
- promoting coach travel and use of the tramway
- facilities to encourage employees to cycle to the site
- the needs of motorcyclists
- walking routes to local public transport modes

³ This is a suggested planning condition

⁴ This is a suggested planning condition

APPENDIX 3

Further Guidance on Design Principles

This guidance expands on the key design principles listed in Section 4 and draws on saved design policies in the Blackpool Local Plan. It identifies our expectations on how the design should be approached, highlighting key design objectives and characteristics important in developing a distinctive, sustainable and culturally relevant brand for the site.

Principle: A new icon. A building or group of buildings which make a striking, architectural statement adding positively to the resort character through high quality design

It is fundamental that the scale and ambition of the design makes it an attraction in its own right.

A visual statement as robust and as challenging as the Tower is required. One that is radically different in shape, form and appearance and acknowledges its presence and iconic status. Anonymous blocks will not achieve the high quality, distinctive, outward reaching attraction required.

New development must respond to and enhance the existing character and setting of surrounding areas. Blackpool Tower provides an instantly recognisable setting and identity for proposals. The highest design and material quality must be achieved so an unashamedly new development will contribute to and enhance the setting of the Tower.

Conventional tall buildings run the risk of introducing competitive vertical forms that could confuse and undermine the visual importance of the Tower. The Council is looking for a concept that is unexpected and dynamic, engaging and meaningful – with glimpses of the unexpected emerging in the same way that the Tower excites as it appears dramatically in view. The concept must complement the cultural and visual integrity and prominence of the Tower.

The development must project itself powerfully at all times - exploiting available light whatever the conditions. The right balance of architectural lighting, projection and reflected natural light should make a dramatic composition within Blackpool's 24 hour environment.

Principle: A comprehensive masterplan which allows individual phases to come forward as coherent standalone pieces of townscape until subsequent phases are completed

The scale of the site and the nature of ownership will inevitably require the development to be phased. Proposals will need to be designed to allow individual phases to come forward as coherent 'standalone' pieces of townscape until all phases are completed. Comprehensive design will also need to make adequate provision for infrastructure with sufficient flexibility to avoid constraining the emerging form and character of later phases.

Principle: Recognising the importance of the character and setting of the Grade 1 Listed Blackpool Tower; complementing key views and ensuring the Tower retains its status in the skyline

Heritage

Development which adversely affects the character or appearance of the Tower as a Grade 1 Listed Building, or its setting will not be permitted.

Blackpool's built heritage lies at the heart of the resort's national identity and remains key to its enduring attraction and popularity. Proposals, whilst informed by the past must avoid replicating previous styles in attempting to be 'in keeping' as this would undermine Blackpool's originality.

The most important things for designers to draw from the Victorian era are the boldness and ambition that led to the Tower and Winter Gardens and the 'multiple scaling' of elevations that allows buildings of that era to engage so effectively and intimately with their audience. The design challenge is to intervene in this context with something equally positive that supports Blackpool's status as Britain's most popular beach resort¹.

Influence could also be drawn from the Art Deco period with its efficiency, simplicity and targeted richness, resulting in some of the most distinctive examples of English seaside architecture.

Skyline & Strategic views

Blackpool's skyline is dominated and defined by Blackpool Tower. Views of the Tower are of strategic importance to the resort.

The presence and proximity of the Tower is a fundamental asset in designing a successful development. Achieving a complementary visual relationship between the developed site and the Tower will be central in creating a composition of forms that allow both sites to draw credibility from one another.

A Strategic View Appraisal is required, in part to determine the relative position of the Tower within a clear view, illustrated with perspective images generated from a topographically accurate 3D model². This information, once agreed by the LPA, will define the acceptable 'envelope' for development in determining the precise arrangement, scale, massing and form needed to integrate the development into

¹ Which? survey conducted in 2010

² The Council has a 3d model of the seafront which can be made available as a template for proposals

views from within the wider resort.

The location of strategic viewpoints will need to be agreed with the LPA in advance at the scoping stage of the Environmental Statement.

These will include:

- M55 and Yeadon Way
- Seaside Way (Northwards)
- Bank Hey Street (Southwards)
- View from the Tower (Southwards)
- Central Drive (Northwards)
- Promenade (North and Southwards)
- Central Pier (inland)
- Lytham Road (Northwards)

Topography

Local variations in the site topography should be exploited to:

- ensure that visitors are confronted with a coherent and welcoming composition that reflects their arrival in this iconic town;
- eliminate blank facades and poorly addressed public realm that would inhibit movement around the site; and
- accommodate the servicing requirements of the development.

The elevated section of Seaside Way from Sands Way roundabout to the site provides important visual and physical severance from adjacent domestic-scaled townscape that would become more exposed if the corridor was brought down to grade.

Principle: Achieving seamless pedestrian links through the site during the day and in the evening to the town centre and adjoining resort neighbourhoods

The block layout will need to create enclosure within the site and define and support routes and spaces to channel movement within, through and around the site. To enhance permeability, a strategic 'Urban Promenade' corridor must be provided through the site during the day and evening, providing an alternative, more sheltered route to/from the town centre and adjoining neighbourhoods/car parks.

Proposals will need to be arranged to ensure that the site connects seamlessly to the surrounding network

of streets and spaces, allowing ease of pedestrian access and movement through to the wider area.

Permeability on its own is not enough to guide movement around the development. It must be supported effectively by legible well designed buildings and spaces that share a common design language.

Principle: A development that achieves the highest design and material quality enhanced with spectacular illumination and exceptional public realm/art

Scale, Massing & Form

The use of greater height relative to the general form of the development could be considered as part of a wider composition where taller forms emerge as part of a graded architectural arrangement contrived to draw the eye logically to the presence of the Tower and key elements on site.

Visually unrelieved geometric tower block forms will not be permitted.

Blocks will need to be modelled to break down and structure the massing of the development providing the structural interest that will deliver the required appearance.

The development should respond to the scale, form and character of the surrounding townscape in a way that doesn't appear unduly dominant or imposed whilst providing the required impact.

The LPA will consider attaching a planning condition requiring the submission of purchase invoices for approved facing materials and lighting equipment specified in any planning application before any works start on site to ensure that the approved external appearance of the development is delivered.

Materials, finishes and design must be able to withstand the harsh coastal environment with high winds, wind blown sand and salt spray.

Elevations will need to consider opportunities for incorporating weather-protection for pedestrians as fully integrated elements of buildings and not out-of-scale add-ons. Temporary weather protection must also be of high design quality and not look out of place in the development.

Extending the development's branding beyond the site will be an important part of public realm proposals.

Landscape & biodiversity

Blackpool's resort coastline is a challenging location for planting and so the approach to landscaping may not be conventional.

The extent of planting proposed will depend on the character and emphasis of the concept pursued. The use of sculptural illuminated artworks in manmade materials would be supported if it forms an integral part of the overall design concept.

If natural planting is proposed its appropriate microclimate must be anticipated and planned for, so that adequate sunlight and protection from wind sheer can guarantee its survival in such a high profile development.

The approach to landscaping, whether natural or sculptural, should create an experience that breaks down the distinction between indoors and outdoors, buildings and spaces.

The scale of sculptural and / or natural landscaping must be commensurate with the theme, scale and form of development. Proposals that do not show a viable and architecturally integrated approach to landscaping will not be permitted.

In Blackpool, the potential colonisation of buildings by Seagulls or Starlings is an issue. Consideration will need to be given to mitigating the effect of resting and nesting birds in the architectural design, material specification and building access arrangements. In addition, existing buildings on site will need to be surveyed for the presence of bats.

Lighting & Illumination

The development represents a major opportunity to establish Blackpool's status as the Capital of Light. The night-time appearance of the site will provide some of its most defining imagery in contributing to the Golden Mile.

Proposals must include a Lighting Strategy that allows the illumination of the development to continually refresh its appearance within the streetscene. Lighting, projection and its infrastructure will need to be conceived from the outset in making the development an integral extension of Blackpool's illuminations into the urban area.

Appropriate lighting levels need to be achieved, where possible, through amenity lighting creating a series of intimate spaces instead of a series of conventional streets. Lighting located on buildings combined with ambient light spill from surrounding frontages will

reduce the need for a clutter of freestanding columns. Any columns required will need to be integrated as part of landscape design features and not arbitrarily positioned.

To achieve spectacular illumination of the facades, the use of technologies that provide intense colour, a myriad effects, durability and superior longevity will be encouraged. This will support energy conservation aspects of the development.

Function & Serviceability

Car parking is the first and last experience encountered by a visitor and needs to be designed to a high standard focused on the pedestrian and not the vehicle. All car parking should meet the ParkMark safer standards criteria, to include CCTV, lighting and security measures.

Lighting and internal finishes must create a 'natural' daylight appearance with architectural approaches and signage combined to develop a simple car location system; all designed to make the arrival and departure experience memorable.

An Environmental Management System (EMS) will need to be produced for the development as a whole to rationalise the space and access required for waste and recycling.

Principle: Active frontages on all four sides of the development that help to animate and populate surrounding streets with key pedestrian entrances into the site from the Promenade and at the North-East corner from New Bonny Street

External and internal frontages within the site need to be scaled to balance the drama of being part of a major development whilst screening some of the upper elements to ensure that the experience at ground level is still a human one.

Transparent and accessible frontages are critically important to the character of the site as a public place both in reducing the massing of solid structures and in providing a visual depth into the development that helps to enliven and populate surrounding streets.

'Back of house' uses and accesses will need to be carefully planned to avoid severing frontages and detracting from the appearance of a building. Proposals that would result in lengths of inactive frontage will not be acceptable.

Principle: Adding value to the Promenade experience

The main height and mass of the proposal must have its emphasis towards the Promenade, presenting its primary frontage and brand directly onto Blackpool's 'Golden Mile' where its impact will be most profound.

The plinth forming the site frontage needs scaling to match the height of the Tower Buildings beneath the Tower, consolidating this section of the Golden Mile as containing Blackpool's most important attractions as well as helping to reduce the dominance of any floors or structure inset above.

The Huntsman Leisure building at the south western corner of the site represents one of the finest examples of detail faience work left in Blackpool and has the potential to make a mature and contextually important contribution to the development, perhaps internally.

Principle: Softer edges. The proposal should respond to it's surroundings and consider scale, rhythm and detail of its external interactions with Chapel Street, Central Drive and New Bonny Street

The North Eastern corner of the site from New Bonny Street will be a key pedestrian entrance linking to Bank Hey Street and the town centre. The entrance needs to maximise the drama of arrival using scale and architecture so that its importance and identity is visible beyond the corner of Coral Island.

The East side of Central Drive comprises blocks of predominantly 4 storey narrow fronted premises - many featuring projecting bay windows at first and second floors. Pavements are wide and relatively uncluttered resulting in a robust frontage that suffers only in terms of condition and detail design. Set backs may need to be introduced into the development to maintain an appropriate scale and avoid overshadowing.

Vance Road, Hornby Road, Havelock Street and Reads Avenue all coincide with the Central Drive boundary of the site requiring acknowledgement within the design of the site elevation.

The Grade 2 Listed former King Edward Cinema and King Edward VII public house taken together form a well-modelled, historic landmark at the Chapel Street/Central Drive junction. Proposals will need to demonstrate that the scope to retain these and incorporate them into the development has been fully

explored.

As Chapel Street is the most obvious servicing route for the development, any servicing will need to be carefully modelled to support the connectivity of the site with the Foxhall Resort Neighbourhood to the south (and the junction with Dale Street in particular).

Principle: Innovative energy saving and generation measures

Sustainability will need to feature as a crosscutting theme in any proposal and set out in the accompanying Design and Access Statement.

The development will need to respond to the supplement to PPS1: Planning and Climate Change; the Lancashire Climate Change Strategy, adopted Joint Lancashire Minerals and Waste Development Framework; Draft Policies G9, G10 and G11 of the Blackpool Core Strategy Preferred Option³; and saved policy LQ8 of the Blackpool Local Plan.

Policies CS2, CS6 and CS7 of the adopted Joint Lancashire Minerals and Waste Development Framework Core Strategy DPD regarding waste minimisation and the supporting SPD will need to be taken into account.

All new or replacement buildings will be required to:

- Provide an energy efficiency assessment
- Be located and designed in a way which maximises improvements in energy efficiency, and
- Achieve a 15% reduction in CO2 emissions in all building after Building Regulations (Part L) compliance has been demonstrated.

Being over 1,000sq.m the new development will be required to achieve the BREEAM 'Very Good' standard or above.

All buildings should be orientated to maximise sunlight and daylight and use natural light and passive ventilation wherever possible to help to reduce carbon emissions.

An Energy Strategy, including phasing requirements, will be required as part of the Design and Access Statement along with a feasibility assessment for district heating and Combined Heat and Power (CHP)⁴.

³ These draft policies are informed by *The Blackpool Climate Change and Renewable Energy Study (2010)*

⁴ Section 5.10 of *The Blackpool Climate Change and Renewable Energy Study (2010)* explores opportunities for enhanced energy efficiency on the site, including

Consideration should be given to the use of photo-voltaics (PV's) and solar hot-water panels for sensitive incorporation within the roofscape housed architecturally to avoid poorly resolved views from the Tower. Panels will require regular cleaning from salt deposits and easy access to these roof areas will therefore be required.

Some of the materials proposed for effect may be from non-renewable resources. Where this is the case justification will be required to support its use on the basis that more sustainable finishes would require a greater proportion of unsustainable practice to repair, maintain or clean.

The height and form of buildings may offer the potential for the incorporation of wind turbines providing they are an integral part of the design of the scheme, are situated to maximise their efficiency and are not visually obtrusive.

The recovery of rain and grey water from the building with such potentially large roof areas will also be sought. Energy saving, the use of renewable resources and an awareness of climate change must be applied to the design of the public realm with porous surfaces and or channels contributing to the collection, management, recycling and disposal of surface water.

Making sure the internal layout is as flexible as possible will ensure that buildings within the development are sufficiently versatile to respond to the need to refresh the leisure offer within the appropriate range of uses on site.

gas fired CHP and district heating.

Community Safety

The creation of an environment designed to attract a wide range of visitors at all times of the day will contribute to the animation of the environment and the perception of safety. The permeability of the development allied with the arrangement of landscape forms and street furniture will need to incorporate choice for people moving through the environment whilst not creating too many routes around the area that would present difficulties from a policing or security perspective.

The nature of the attractions will make particular demands in terms of the provision of secure cash handling areas connected to the relevant authorities.

Sensitive incorporation of CCTV equipment will be a requirement. The siting and design of cameras must be integrated architecturally, with locations identified early to consider the ability to obtain uninterrupted views of routes, spaces and entrances and avoiding the need for obtrusive 'bolted on' solutions.

Design proposals will need to respond to the 24 hour character of the environment when considering the mix of uses and movement patterns. Proposals that cannot demonstrate an integrated and responsive community safety focus will not be permitted.

Section 17 of the Crime and Disorder Act requires that the Council, in discharging its functions, does all that it reasonably can to prevent crime and disorder in its area. Finally, any changes in level will need to be addressed in terms of ramped access under the Disability Discrimination Act (DDA) 2004.

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