

**COMMITTEE DATE:** 05/04/2016

**Application Reference:** 15/0420

**WARD:** Marton

**DATE REGISTERED:** 30/06/15

**LOCAL PLAN ALLOCATION:** Protection of Public Open Space  
Industrial / Business Development Land  
Primary Distributor Route  
Main Industrial / Business Area

**APPLICATION TYPE:** Full Planning Permission

**APPLICANT:** Rowland Homes Limited and National Savings and Investments

**PROPOSAL:** Hybrid Planning application comprising –

(a) full planning application for the erection of 118 dwellings with associated garages, landscaping, highway works and new access off Preston New Road.

(b) outline planning application for the demolition of the existing National Savings and Investments Building and the erection of offices (Use Class B1a) and light industrial premises (Use Class B1c) with associated roads, parking/servicing areas and landscaping.

**LOCATION:** DEPARTMENT FOR NATIONAL SAVINGS AND INVESTMENTS, MYTHOP ROAD, BLACKPOOL, FY3 9YP

---

**Summary of Recommendation:** Defer for Legal Agreement

**CASE OFFICER**

Gary Johnston

**SUMMARY OF RECOMMENDATION**

The site is allocated for employment purposes in the current Local Plan and contains vacant buildings and land allocated for office and research/development. Historic England did not consider the existing buildings worthy of listing. The site has been marketed without success and through pre-application discussions and the emerging Core Strategy, the principle of redeveloping the site as a mixed development (housing and employment) has been supported. The rationale is that the housing development on the greenfield part of the site will 'enable' the demolition of the existing buildings to take place and the resulting land be made available for employment uses (offices and light industrial uses). The existing NS&I

operation in the Moorland Building would remain. The proposal is considered to be consistent with the principles of the National Planning Policy Framework (NPPF), and policies in the Local Plan and recently adopted Core Strategy in terms of achieving sustainable development. There is conflict with some policies, principally relating to affordable housing, open space and education but the viability of the overall proposals explains the reason for this conflict and justifies it. The benefits of the proposal in assisting with the Council's housing land supply, in providing family housing in an attractive setting, in bringing forward land for employment uses with a better access mean that the proposal is supported but a Section 106 Agreement is required to cover the phasing of the development. The recommendation is therefore to approve in principle subject to the completion of a Section 106 Agreement and for the Head of Development Management to issue the decision upon its completion.

## **INTRODUCTION**

This site comprises existing office buildings and land for industrial/office development (allocated since 2006). Despite marketing the existing buildings and land, no users have come forward and hence the NS&I approached the Council about a mixed use development (housing on the greenfield part of the site and redevelopment of the main offices) on the site with a new access off Preston New Road. Informal advice was given that the principle is likely to be acceptable. Matters were held in abeyance whilst Historic England considered whether the existing main NS&I building merited listing. Historic England confirmed its view that the building did not merit listing earlier this year and the application was submitted after this ruling.

## **SITE DESCRIPTION**

This application relates to an 8.92 hectares site on the northern side of Preston New Road.

The site is currently accessed off Mythop Road however there is a pedestrian turnstile and emergency access onto Preston New Road. The site has a frontage of some 270 metres to Preston New Road, 230 metres to properties fronting Paddock Drive/Preston New Road and Wheatlands Crescent, 200 metres to Mythop Court and properties fronting onto Mythop Road and 600 metres to the Marton Mere Caravan Park.

The site contains the now vacant National Savings and Investment (NS&I) building to the rear of properties fronting Mythop Road but excludes the Moorland Building (which has been retained by NS&I) and associated car parking at the northern end of the site, abutting the caravan park. It also contains open land, partially maintained and partially overgrown which covers the western part of the site and extends to the boundary with Wheatlands Crescent. There is a 2 metres high chain link fence around the perimeter of the site and inside the fence there is tree planting, some of which is set on embankments. Along the site frontage to Preston New Road the site varies in level relative to the pavement in Preston New Road. To the west of the turnstile it rises gradually to a level difference of some 2 metres, whereas to the east there is a more pronounced undulating mound, presumably formed from material excavated when the NS&I building was constructed and hence the existing building also sits above the level of Preston New Road.

The site slopes from Preston New Road towards the caravan park and this is most pronounced at the eastern end of the site where there is also a levels difference between the site and Mythop Court/ properties fronting Mythop Road which increases from Preston New Road (to a maximum of approximately 3.5 metres). There is a roughly 4 metres wide strip of land outside the rear gardens of houses fronting Mythop Road which contains trees. At present there are terraced areas of car parking between the building and this 4 metres wide strip and the terraced areas of car parking are divided by strips of land containing tree planting. The undeveloped part of the site is undulating but there is an embankment to properties fronting Wheatlands Crescent which contains trees and planting and hence the site sits at roughly the first floor level of the houses in the Crescent.

The houses fronting Mythop Road are principally semi detached - rendered with red hipped roofs although Mythop Court is a newer part two storey/part three storey L shaped development with car parking at the rear. The properties fronting Wheatlands Crescent are a mixture of houses and bungalows primarily of brick construction with red roof tiles. There is a strip of land between Wheatlands Crescent and the unused public footpath which runs outside the western boundary of the application site which tapers as you head down Wheatlands Crescent and which contains some trees and shrub planting (the unused public footpath follows the perimeter fence of the NS&I site and then goes through the caravan park to link up with the footpath around Marton Mere).

There are two ponds on the overall site although one of them is in front of the retained Moorland Building.

## **DETAILS OF PROPOSAL**

This is a hybrid application which means it is in part a detailed application and in part an outline application. The detailed application relates to the western side of the site and would involve the erection of 118 houses - 79 detached houses, 30 semi detached houses and 9 terraced houses. They would all be three and four bedroom properties and would be a mixture of brick and rendered properties with a mixture of ridged and hipped roofs. Some of the properties would have detached garages whilst others would have integral garages and there would be communal parking for the terraced and semi detached properties.

The properties would be served by a new access off Preston New Road with a number of properties having direct access to this new road but the bulk would be served by a new estate road with smaller roads off the estate road. The housing layout has been designed to have properties principally facing outwards i.e. to face onto Preston New Road, face onto Wheatlands Crescent, facing onto the pond in the north-west corner of the site and facing onto part of the caravan site. There would be an area of open space around the retained pond and this would then form a linear swathe of open space along the northern, western and southern boundaries of the residential development (it would be between approximately 12 and 30 metres in width). This would mean that houses would be set between approximately 22 metres and 35 metres from the boundary with the caravan park, between approximately 33 metres and 60 metres from properties fronting Wheatlands Crescent, between 32 and 36 metres from properties with access off Preston New Road and would be

set back 30 metres from the Preston New Road frontage of the site. Within the open space there would be an attenuation basin for surface water drainage and this would be close to the north-west corner of the site.

The new access road off Preston New Road would form the boundary to the residential development and would provide the access to the retained Moorland Building and its car parking areas. In addition, it would provide the access to the outline part of the application which would be for new office and light industrial premises on the site of the to be demolished NS&I building. The indicative layout for this employment land shows freestanding and terraced premises with associated car parking and landscaping. There would also be an attenuation basin for surface water to serve the employment area.

The existing perimeter fence and landscaping would be retained and additional landscaping would be provided both within the residential and employment elements of the development.

The application is accompanied by a number of supporting documents:

Planning statement  
Transport Assessment  
Framework Travel Plan  
Ecological Appraisal  
Tree Survey  
Flood Risk Assessment and Drainage Strategy  
Site Investigation Report (contamination)  
Viability Assessment (CONFIDENTIAL)

### **MAIN PLANNING ISSUES**

The main planning issues are considered to be:

- principle of the development
- impact on residential amenity
- impact on highway safety
- design and layout considerations
- drainage and other matters

### **CONSULTATIONS**

#### **Fylde Borough Council**

This response addresses strategic matters which have cross boundary implications rather than examining the detailed matters contained in the application which I am sure Blackpool Council will carefully assess against its own policies. It is noted that chapter 5 of the Submission Version of the Blackpool Local Plan Part 1 Core Strategy (BLP) addresses 'Future Requirements for Employment Land'. This chapter notes that, based on the evidence contained in the Employment Land Study, there is a suggested shortfall in the employment

land supply of 13.7ha. In order to address this shortfall, in line with the duty to co-operate, Fylde Borough Council has agreed to take forward a proposal to include additional employment land in order to assist in making up this identified shortfall.

Obviously the application relates to an existing employment site, but proposes a significant proportion of the site be developed for residential purposes. The loss of this area of land will clearly add to the identified shortfall which causes this Council some concern. However, it is noted that the existing buildings are considered to be beyond economical repair and that the residential development is proposed as 'enabling' development to subsidise the provision of the new employment land in line with the provisions of paragraph 5.35 of the Blackpool Local Plan. It is accepted that there is some merit in bringing forward a mix of modern employment premises which would be more appealing to potential occupiers than the current buildings. Accordingly, this Council would request that Blackpool Council satisfy itself that the existing buildings are beyond economic repair, that the scale of residential development is the minimum required to subsidise the provision of the employment land proposed and that the provision of the proposed employment land is secured, preferably by legal agreement, in order to avoid only the residential element of the development being progressed.

### **Electricity North West Ltd**

The development is shown to be adjacent to or affect Electricity North West operational land or electricity distribution assets. Where the development is adjacent to operational land the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting Electricity North West. The applicant should be advised that great care should be taken at all times to protect both the electrical apparatus and any personnel working in its vicinity. The applicant should also be referred to two relevant documents produced by the Health and Safety Executive and advised to follow the guidance given.

Mereside 33kV/6.6kV Primary substation is located to the north of the development. There are numerous 33kV and 6.6kV cables from this substation running around the perimeter of the site, which may need to be diverted. e.g. The Attenuation Basin at the west tip of the site appears to be located over 33kV and 6.6kV cables.

The applicant should also be advised that, should there be a requirement to divert the apparatus because of the proposed works, the cost of such a diversion would usually be borne by the applicant. The applicant should be aware of our requirements for access to inspect, maintain, adjust, repair, or alter any of our distribution equipment. This includes carrying out works incidental to any of these purposes and this could require works at any time of day or night.

Electricity North West offers a fully supported mapping service at a modest cost for our electricity assets. This is a service, which is constantly updated by our Data Management Team. It is, however, the applicant's responsibility to demonstrate the exact relationship on site between any assets that may cross the site and any proposed development.

## **Environment Agency**

Has the following comments to make - as Lead Local Flood Authority you will be fully aware of the drainage issues in Blackpool. We would suggest the following:

Foul and surface water drainage should be discharged to separate systems. A surface water drainage scheme detailing the use of SUDS has been produced. We would recommend that due to proposed development use types a SUDS train is developed that will reduce the level of pollutants entering the surface water system. Mechanical SUDS (e.g. filtration channels with substrate, vortex separators) may be more appropriate depending on soil type and groundwater levels. SUDS should also need to attenuate the surface water run-off, which will contribute to improving Bathing Water quality and will help to reduce the risk of flooding on-site and elsewhere. The SUDS hierarchy should be employed to determine which SUDS are most suitable.

## **United Utilities Plc (Water)**

### ***Drainage Comments***

In accordance with the National Planning Policy Framework and Building Regulations, the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. Building Regulations H3 clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy. We would ask the developer to consider the following drainage options in the following order of priority:

- a) an adequate soak away or some other adequate infiltration system, (approval must be obtained from local authority/building control/Environment Agency); or, where that is not reasonably practical.
- b) a watercourse (approval must be obtained from the riparian owner/land drainage authority/Environment Agency); or, where that is not reasonably practicable) a sewer (approval must be obtained from United Utilities).

### ***Drainage Conditions***

United Utilities will have no objection to the proposal provided that the following conditions are attached to any approval:

### ***Foul Water***

- Prior to the commencement of any development, details of the foul drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. Foul shall be drained on a separate system. No building shall be occupied until the approved foul drainage scheme has been completed to serve that building, in accordance with the approved details. This development shall be completed maintained and managed in accordance with the approved details.

### ***Surface Water***

- The surface water drainage for the development hereby approved, shall be carried out in accordance with principles set out the submitted Flood Risk Assessment Ref no. 880516-R1 (02) Dated 15th April 2015 which was prepared by RSK. For the avoidance

of doubt, surface water from the residential area must drain in line with Engineering Appraisal Drawing 880516 / 10-03 P4, which included in the FRA, where part of the residential area drains into Wheatlands Crescent at a maximum pass forward flow of 5 l/s and part of the residential area drains into Preston New Road at a maximum pass forward flow of 11 l/s.

Unless otherwise agreed in writing by the Local Planning Authority, all other areas must drain to watercourse at existing greenfield runoff rates. The development shall be completed, maintained and managed in accordance with the approved details.

- Reason: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding.

### **Blackpool Services, Contaminated Land**

Looking at the information provided, the recommendations of the Phase 1 study are for further investigations to be carried out. Therefore a Phase 2 Intrusive investigation is required.

### **Police Architectural Liaison Officer**

A development of this scale has the potential to create additional demand on local policing services. 118 additional dwellings will result in more people and vehicles in the area creating additional opportunity for offenders. I would ask Planners to consider making security measures a condition of planning. In particular the dwellings should be target hardened from the outset so as to prevent criminal activity such as burglary. Offenders typically target the rear of dwellings therefore it is crucial that doors and windows on rear elevations are enhanced security standards and rear gardens are protected with a 1.8m fencing arrangement.

### ***Security Recommendations***

1. ***Physical Security*** - The dwellings should be target hardened to enhanced security standards. Part 2 of Secured By Design addresses the physical security of dwellings making forced entry more difficult. Front and rear Doorsets and windows should be PAS standards. Ground floor glazing on side and rear elevations should be laminated.

2. ***Perimeter Security*** - The rear of the properties should be protected with a 1.8m close boarded fence arrangement and a lockable gate fitted as flush with the front of the building line as possible that restricts access to the rear of the property. The site layout show that the gates are mainly fixed half way along the side elevation or at the rear of the dwellings. For example, the access to the rear of plots 100 and 101, 71 and 72 is shown with gates at the end of the pathway. The gate restricting access to the rear of plot 90 is set at the end of the pathway. Gates should be fitted flush with the front of the building line to prevent access to the side of the dwellings.

3. Front and rear doorsets should be fitted with a dusk till dawn light unit and a 13 amp non switched fused spur suitable for an alarm system.

4. **Layout** – In order to provide safe and sustainable future proof housing schemes Part 1 of Secured By Design should be implemented throughout the 118 dwellings. Encouraging clear lines of sight across the scheme discourages criminal activity. Dwellings should be orientated so that passers-by, both vehicles and pedestrians and occupiers of other dwellings provide natural surveillance over the houses and vehicles. Offenders feel uncomfortable committing crime in an open environment where suspicious activity can easily be seen.

5. The separate application for the offices and light industrial premises is outline at this stage. The industrial site should be secured at the perimeter with a security fence such as 2m high paladin. This is difficult for an offender to compromise whilst maximising natural surveillance over the scheme. Specific security advice regarding the individual plots can be provided as this section of the application progresses beyond outline e.g. in respect of lighting and landscape plans.

The Offices and Industrial units should be protected with an intruder alarm system that is monitored via an Alarm Receiving centre. Contacts should be fitted to all doors and windows as well as internally mounted sensors. Doors and windows should be tested and certificated to enhanced security standards such as PAS 24/2012 or LPS 1175. Glazing should be laminated and protected with security grilles.

#### **Natural England**

##### ***Statutory nature conservation sites -***

No objection

Natural England has assessed this application using the Impact Risk Zones data (IRZs) and is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which Marton Mere.

Blackpool has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application. Should the details of this application change, Natural England draws your attention to Section 28(I) of the Wildlife and Countryside Act 1981 (as amended), requiring your authority to re-consult Natural England.

##### ***Protected species***

We have not assessed this application and associated documents for impacts on protected species. Natural England has published Standing Advice on protected species. You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

**Blackpool, Wyre and Fylde Health Services NHS Trust** No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.



**Assistant Director - Enterprise and Business Development** No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

**Head of Transportation** - Has made the following comments on the proposed development:

1. I have a number of fundamental problems with the proposal in the fact that all vehicle trips, new and existing are concentrated at the proposed signalised junction. A signalised junction to serve a development on this site was acceptable for many years but the situation has clearly changed with the development of The Harbour and future development connected to the wider Whyndyke Development. The new junction may create additional delay and congestion along this key corridor, more so if all trips are concentrated to one single point of entry and exit. The junction appears to operate within capacity and that is largely due to the fact that the junction is very simple with only three stages and lacking controlled pedestrian and cycle facilities.
2. Within the linsig model, the flare lengths do not appear to be long enough, this will result in potential problems for the right turners into the site during busy periods as they may block back and obstruct north bound traffic.

Clarity to be sought in how the developer anticipates the junction to operate.

3. Another key issue is how pedestrians and cyclists, including future occupiers of the residential units and staff (who may walk or cycle) associated with the B1 use are expected to negotiate the junction and the busy dual carriageway. The nearest controlled pedestrian crossings are around 400m to the west and 700m to the east.
4. The loss of the internal link onto Mythop Road cannot be supported as removing this link will concentrate all movements on the new junction which is likely to lead to further delays along Preston New Road. It could be argued that this may improve the situation at Preston New Road/Mythop Road junction, which currently operates over capacity. All it will do it shift the problem with congestion to the new junction. The model is based on a high cycle time of 120 seconds, the maximum practical cycle time.

A simple fix to this would be to close the controlled access at the Toby Carvery, with agreement with the pub operator, seeking alternative access solutions. This change could improve capacity by 30% in the pm peak at Preston New Road/Mythop Road junction – see attached Linsig review report prepared by Pell Frischmann.

5. The width of the access road scales to be approximately 5500mm - drawing no: R073/3. Acceptable for the residential estate road but not for the shared section with the B1 use. The layout connected to the loop serving the B1(c) use scales to be 6000mm. Problems may occur with access if the shared link is not of a suitable width. I do appreciate at this stage that end operators may not have been identified.

6. The layout of the footways and verge areas to be re-considered, in particular where paths run behind verge areas. It is advisable to rearrange this layout so that footways are continuous with carriageway areas. Areas that require a review are as follows:
  - New junction to Plot 9
  - New junction to Block A & B
  - Plot 102 to plot 113
7. How will the new development layout tie-in with the existing road which serves the current/retained use? The width of the existing internal access road is wider than the proposed new road. Also, there is nothing stopping a barrier being placed across the existing 7000mm wide road, leaving no safe and suitable turning facility.
8. Future residential occupiers may not be so keen to have commuters (retained use) drive past their properties each and every day. Added to this will be traffic generated by the new B1 uses.
9. The TA has forecasted growth until 2019 (only 5 years), this would seem a very minimum requirement and I would have expected forecast to 2024 and possibly 2029.
10. How will the works affect the Public Right of Way which runs to the west of the proposal site and leading to the caravan park?
11. Parking spaces have been quantified, however I am unable to identify the split between the current use, residential use and B1 uses. The residential use must allow for three car parking spaces per unit based on the size of the units There is no scope to reduce as the proposal site scores an accessibility score of 14, not 16, which make the site low accessibility with the reliance on the use of the private car being greater. Low accessibility score given as the bus service is a 20 minute bus frequency, not 15 minutes as stated.
12. Whilst not a specific comment relating to traffic and highways, consideration to be given in to the tree planting within areas that may maybe maintained by the Local Authority. Pressures on maintenance budgets may result in these areas not being maintained in future years. Further discussions are required.
13. Turning facilities should cater for bin wagons. The largest size vehicle used by Waste collection operators in Blackpool is 11mx3m. Waste collection strategy to be discussed and agreed with Waste Services.
14. With regards to point 3 above, first and foremost, an acceptable access scheme/arrangements and circulation must be agreed with Traffic and Highways. With regards to the proposed junction on Preston New Road, the design to meet the PFI specification. The junction layout proposed is unacceptable due to lack of formal crossing facilities for cyclists and pedestrians. The introduction of additional facilities will increase the cycle time in exceed of the recommended maximum 120 seconds.

The layout as it stands cannot be supported and must be reviewed so that certain movements, both vehicular and pedestrian can be staged or controlled in parallel.

Note: the scheme must fund the ongoing maintenance of the junction for the remainder of the PFI contract, 19 years remain from the initial 25 year contract period.

I consider it necessary to hardwire the existing junction at Preston New Road/Mythop with the new junction to ensure good coordination between the two.

15. Further consideration must be given to the junction of Preston New Road/Kentmere Drive, in particular the entry and exit lanes and its interaction with the proposed signalised junction.

16. There may be a requirement for the developer to dedicate land for highway purposes. This can be dealt with via the S38 or S278 agreements.

**Should the proposal be supported the following works to be conditioned/information notes provided.**

The access roads that are to serve the resident units to be formally adopted under a S38 agreement. The roads that connect to the B1(a) and B1(c) use will not be subject to a S38 Agreement. The link from Preston New Road to the B1 units must be constructed to a higher specification.

Details relating to limits of adoptions, construction, materials, lighting, surface water drainage to be discussed with Highway and Traffic, Blackpool Council, Layton Depot, Depot Road, Blackpool, FY3 7HW, 01253 477477.

Street lighting proposals for the development and for areas on the public highway which will be affected by the scheme (a lighting review will be required for Preston New Road) to be discussed and scope of work agreed with the PFI contractor with a view to delivering an acceptable lighting scheme. Note: The developer must allow for future maintenance of the new lighting scheme within the scheme funding.

Garages must be retained for its intended use.

A scheme to be agreed to determine the scope of works for the new junction on Preston New Road, including additional pedestrian and cycle facilities and method of control.

The reinstatement of the access link onto Mythop Road with a traffic management scheme improving access and visibility on Mythop Road.

The four nearest bus stops on Preston New Road to be upgraded to the Council's specification; the works to include new advertising shelters.

Further details required on measures proposed for cyclists and how the proposal sites will connect to existing cycle networks.

A controlled parking scheme for the development to be introduced to deal with any on-street parking issues, further discussions required with the Head of Traffic and Highways, Parking Management, Layton Depot, Depot Road, Blackpool, FY3 7HW, 0253 477477.

A separate contribution to be sought to fund a parking relief scheme in the event overspill parking occurs onto the nearby estate.

Travel Plans to be conditioned, one for each use – residential and B1.

A Construction Management Plan to be conditioned.

A separate condition to be included for wheel washing measures during construction with 15m of hardstanding being available to wash vehicles down.

***A meeting has been held with the applicants and their agent and a number of issues have been resolved.***

**Head of Housing and Environmental Protection Service** -I have had a look at the proposals and my main concern is with the industrial units being shown to be so close to the residential properties. The plans show closely planted trees as a barrier to the noise but in practice this will give very little in the way of attenuation. Should there be any form of 'noisy' operation it would spoil the quiet enjoyment of the outdoor amenity space of a considerable number of dwellings. In practice it would be very difficult to prevent unwanted noise from commercial properties affecting the residential properties especially with noise from any fork lift trucks and HGV's accessing the site.

**Fire Service** No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

**Assistant Director for Transforming Schools (Residential Development)** No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

**WASTE- Residential** - concerned that turning heads may not be large enough to cater for the size of refuse vehicle which operates in Blackpool. Concerned about the potential bin carry distances.

***An amended plan has been produced showing that turning heads will accommodate Blackpool's fleet of bin lorries and identifying bin collection points.***

**WASTE - Commercial** - No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

**Head of Leisure and Catering Services** - No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

**Head of Transportation (Network Maintenance)** No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

### **PUBLICITY AND REPRESENTATIONS**

Press notice published: 11 August 2015

Site notice displayed: 23 July 2015

Neighbours notified: 27 July 2015 and 4 August 2015

Objections have been received from the following -

**Mr N Thompson, Nathaniel Lichfield ( on behalf of Bourne Leisure Ltd - operators of the Marton Mere Caravan Park)**

***A copy of the objection is appended to this report.***

The main areas of objection are –

Employment uses and planning policy

Delivery of employment land

Ecological implications of the development and the assessments undertaken

Highways impact

Documentation accompanying the application

**Mr and Mrs A and M Roberts, 2 Wheatlands Crescent**

Have raised objections on the following grounds –

The area has already been encroached upon, by the gradual increased size of Haven Caravan Park. We often have to tolerate loud music from entertainment on this site. We are now concerned about access, congestion and the pollution that increased traffic will bring to an already busy area. We appreciate the importance of building new homes, but the diversity of this piece of land needs to be fully understood by the Planners and Councillors, when decisions are being made for its future.

This land is home to SO much wildlife - foxes, bats, hedgehogs, wild flowers and birds and the ponds home to newts, dragonflies, butterflies etc. The future planning for this land's usage needs to reflect the beauty of its surroundings. The residents of Wheatlands Crescent moved here because of its location and beauty and are extremely protective of it. The water attenuation pond, shown on the very poor map, is an indicator that you are concerned over

drainage, if you are proposing a permanent drainage pond! This in itself should instigate concerns for both the proposed use of the land and the properties local to the land. Marton Mere is that attenuation pond for the surrounding areas. Look what happened in Cornwall Place! This cannot be allowed to happen here. The attenuation pond appears to be inadequate, for the amount of run-off water from the number of homes proposed for this site. The water table seems quite high, within the area and water from the new housing development will be sent to the lowest point of the development. What is going to happen to the surrounding land? Local rate payers should not have to fund rectification of mistakes, made by Developers and the Council, as happened in Cornwall Place. The plan shows no elevation of the height of the development, relevant to surrounding properties. The proposed landscaping is also inadequate, between Wheatlands Crescent and the new properties. Also questions who will be responsible for the maintenance of the perimeter fencing

**Mrs M Riley, 3 Seacrest Avenue**

Has raised objections on the following grounds –

Agree the building needs to be demolished but the grounds should not be built on as it's a haven for wildlife and fauna and needs to be left as it is. You are already considering another application at Whyndyke Farm which means more green land will be lost. Do we really need another 118 houses there and all the traffic chaos that will go with it. Bad enough getting out now onto Mythop Road when it's changeover day at the caravan park so adding another 118 houses and their cars to the mix will cause complete gridlock. How about getting the builders to finish off the houses they started on the Abbatoir site many years ago? I am pretty sure a fair number of those 118 homes could be built on that brown land. Suggest you try tidying up those kinds of sites before you build on green land. Why isn't the Devonshire Road Hospital site being redeveloped?

**Mr and Mrs M and J Parkinson, 225 Preston New Road**

Have raised objections on the following grounds –

impact on traffic and highway safety.

additional noise and disturbance through the use of the site.

concerned about additional parking that the development could generate on Paddock Drive.

**Mr C Cartmell and Ms D Grundy, 18 Wheatlands Crescent**

Have raised objections on the following grounds –

impact on traffic and highway safety

the development will generate additional HGV traffic

the development will cause additional congestion

there will be noise pollution from the additional traffic

access to and egress from Kentmere Drive will be made worse

the proposal will increase the number of traffic controlled junctions on Preston New Road

loss of trees

impact on wildlife

impact on drainage

**Mr S Whattam, Flat 17, Mythop Court, Mythop Road**

Has raised objections on the following grounds –

The impact on the area, this is what I believe is one of only two green areas left along Preston New Road, now the Hospital has been completed. I don't think there is any great demand for a development of this type.

The effect on highway safety and parking. The Mythop Road junction in particular is already over-used at peak times, as is the stretch of Preston New Road in question. Further development can only make this worse and lead to more road traffic casualties.

The possibility of more noise and disturbance is going to be unavoidable and the proposal should be denied on these grounds alone.

Also the Police report points out the additional demand this proposal will create for local policing services, which are already thin on the ground. The negative impact on other local services, schools, doctors, is there sufficient provision for these concerns?

I rent the property I live in so have no financial interest, this is solely about another unneeded housing/light industrial development being built for no good reason. There is plenty of scope for light industrial expansion at Whitehills Business Park.

**Mr A W Swan, 4 Paddock Drive**

Has raised objections on the following grounds –

loss of greenfield land.

questions the need for the development.

comments on the iconic status of the NS&I building and that it should be listed.

comments that there are alternative uses for the existing building.

concerned about the adequacy of the access.

concerned about the adequacy of the existing drainage in the area.

The majority of the issues will be considered in the assessment section of this report but it is important to point out that the land has been earmarked for development since 2006 when the Blackpool Local Plan was adopted and Historic England (formerly English Heritage) has considered whether to list the building and has decided that the building does not merit listing.

**NATIONAL PLANNING POLICY FRAMEWORK**

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

Paragraph 11 reiterates this requirement

Paragraph 12 states that the NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up to date Local Plan should be approved and proposed development that conflicts should be refused unless material considerations indicated otherwise. It is highly desirable that Local Planning Authorities have an up to date plan in place

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

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

Paragraph 17 sets out the 12 core land-use planning principles which should underpin both plan-making and decision-taking which include to proactively drive sustainable development, promote mixed use development and secure a high standard of design and a good standard of amenity.

Paragraph 21 requires authorities to set out a clear economic vision and strategy for their area.

Paragraph 22 suggests that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of the site being used for that purpose.

Paragraph 32 states that decisions should take account of whether the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site the reduce the need for major infrastructure; safe and suitable access to the site can be achieved for all people and that improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be refused on transport grounds where the residual cumulative impacts of development are severe.

Paragraphs 47-52 deal with the supply of housing.

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



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

Paragraph 150 emphasises the importance of Local Plans in delivering sustainable development. It reiterates the point that planning decisions should be made in accordance with the 'Local Plan' unless material considerations indicate otherwise.

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

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

Paragraph 196 states that the planning system is plan-led. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. This Framework is a material consideration in planning decisions.

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

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

The Blackpool Local Plan: Part 1 - Core Strategy has been adopted by the Council at its meeting on 20th January 2016. The document will be published on the Council's website in due course. In accordance with paragraph 216 of the National Planning Policy Framework significant weight can now be given to the policies of the Core Strategy. Certain policies in the Saved Blackpool Local Plan have now been superseded by policies in the Core Strategy (these are listed in the appendices to the document). Other policies in the Saved Blackpool Local Plan will remain in use until Part 2 of the new Local Plan is produced.

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

**CS1 - strategic location for development**

**CS2 - housing provision**

**CS3 - economic development and employment**

**CS5 - connectivity**  
**CS7 - quality of design**  
**CS9 - water management**  
**CS10 - sustainable design**  
**CS12- sustainable neighbourhoods**  
**CS13 - housing mix density and standards**  
**CS 14 - affordable housing**  
**CS15 - health and education**  
**CS24 - south Blackpool employment growth**  
**CS27 - south Blackpool connectivity and transport**

None of the policies listed conflict with the policies in the Saved Blackpool Local Plan.

### **SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016**

The Blackpool Local Plan was adopted in June 2006 and the majority of its policies saved by direction in June 2009. The following policies are most relevant to this application:

**Policy LQ1 Lifting the Quality of Design** states that new development will be expected to be of a high standard of design and to make a positive contribution to the quality of its surrounding environment.

**Policy LQ2 Site Context** states that the design of new development proposals will be considered in relation to the character and setting of the surrounding area. New developments in streets, spaces or areas with a consistent townscape character should respond to and enhance the existing character. These locations include locations affecting the setting of a Listed Building or should be a high quality contemporary and individual expression of design.

**Policy LQ4 Building Design** states that in order to lift the quality of new building design and ensure that it provides positive reference points for future proposals, new development should satisfy the following criteria:

(A) Public and Private Space - New development will need to make a clear distinction between areas of public and private landscaping utilising appropriate landscaping treatments. Residential developments will be expected to achieve a connected series of defensible spaces throughout the development.

(B) Scale - The scale, massing and height of new buildings should be appropriate for their use and be related to:

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

(C) Design of Facades - The detailed appearance of facades will need to create visual interest and must be appropriate to the use of the building. New buildings must have a connecting structure between ground and upper floors composed of:

- (i) a base, of human scale that addresses the street
- (ii) a middle, of definite rhythm, proportions and patterns, normally with vertical emphasis on the design and positioning of windows and other architectural elements

- (iii) a roof, which adds further interest and variety
- (iv) a depth of profile providing texture to the elevation.
- (D) Materials - need to be of a high quality and durability and in a form, texture and colour that is complementary to the surrounding area.

**Policy LQ6 Landscape Design and Biodiversity** states that new development will be required to incorporate appropriate landscaping and benefits to biodiversity wherever possible, that:

- (a) enhances the spaces between and around buildings, including new streets.
  - (b) retains existing mature trees, shrubs, hedgerows and other landscape features and species, or habitats of ecological importance, within the site where possible and incorporates them into the overall design.
  - (c) makes provision for appropriate replacement planting or creation of features where the removal of existing mature landscaping or important ecological species or habitats is unavoidable.
  - (d) provides new planting of appropriate specification, including the use of indigenous species and semi-mature planting, where appropriate.
  - (e) avoids the creation of left over spaces.
  - (f) provides an adequate buffer between obtrusive developments, such as industry, and other uses.
  - (g) avoids interference with the operation of public CCTV systems where in place.
- Development proposals will be required, where appropriate, to submit a suitable and comprehensive landscaping scheme, with clear proposals for implementation and maintenance, as part of the planning application.

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

**Policy BH3 Residential and Visitor Amenity** states that developments will not be permitted which would adversely affect the amenity of those occupying residential and visitor accommodation by:

- (i) the scale, design and siting of the proposed development and its effects on privacy, outlook, and levels of sunlight and daylight; and/or
- (ii) the use of and activity associated with the proposed development; or by
- (iii) the use of and activity associated with existing properties in the vicinity of the accommodation proposed.

**Policy BH4 - Public Safety** - seeks to ensure air quality is not prejudiced, noise and vibration is minimised, light pollution is minimised, contaminated land is remediated and groundwater is not polluted.

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

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

**Policy NE7 - Sites and Features of Landscape, Nature Conservation and Environmental Value** - seeks to protect groups of trees, hedgerows and watercourses.

**Policy AS1 General Development Requirements** states that development will be permitted where the access, travel and safety needs of all affected by the development are met as follows:

- (a) convenient, safe and pleasant pedestrian access is provided.
- (b) appropriate provision exists or is made for cycle access.
- (c) effective alternative routes are provided where existing cycle routes or public footpaths are to be severed
- (d) appropriate access and facilities for people with impaired mobility (including the visually and hearing impaired) are provided.
- (e) appropriate provision exists or is made for public transport.
- (f) safe and appropriate access to the road network is secured for all transport modes requiring access to the development.
- (g) appropriate traffic management measures are incorporated within the development to reduce traffic speeds; give pedestrians, people with impaired mobility and cyclists priority; and allow the efficient provision of public transport.
- (h) appropriate levels of car, cycle and motorcycle parking, servicing and operational space are provided, in accordance with standards set out in Appendix B.

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

**Policy AS2 New Development with Significant Transport Implications** states that new developments which would generate significant levels of travel will only be permitted in locations which have good access to the existing main highway network and which are well served by sustainable modes of transport. All proposals at or exceeding 500sqms gross floor area will be required to be supported by a simple Transport Assessment. A comprehensive Transport Assessment and a Travel Plan will be required for all proposals at or exceeding the thresholds set out in Appendix B. Where the above requires the undertaking of off site works or the provision of particular services, these must be provided before any part of the development comes into use. The Council will refuse development which generates excessive or inappropriate traffic in the locality.

**Policy DE1 Industrial and Business Land Provision** states that land within the defined industrial /business estates will be retained for industrial/business use. The NS&I site is deemed appropriate for office/research and development.

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

## **EVIDENCE BASE TO THE BLACKPOOL LOCAL PLAN: CORE STRATEGY**

**Blackpool Employment Land Study (BELS) 2014** - identifies the Preston New Road site as a secure 11.9 hectares site. The extract from the study is reproduced below:

### **PRESTON NEW ROAD (NS&I SITE)**

4.46 This is a secure 11.9ha site owned and occupied by the NS&I Government Department. The site was developed in the 1970s and comprises a main office complex (consisting of three main buildings) and a stand-alone office building to the rear, within landscaped grounds. It is well located in relation to the strategic highway network, with convenient access to Junction 4 of the M55 motorway and a strong presence on the A583 Preston New Road, although access into the site is currently via Mythop Road.

4.47 Land on the western side of the site remains undeveloped. Until recently it was envisaged this would be developed as a second phase for the NS&I (planning permission was granted for this purpose in 1994), however NS&I have confirmed this land is now surplus to their requirements. They have also confirmed the wider site is much larger than needed for current/future operations, with existing buildings being inefficient and expensive to run and containing empty space. The whole site was marketed by DTZ in 2008; this did not produce the required results and so it has been recently considered as part of the Government's national programme to dispose of surplus public sector lands.

4.48 NS&I have stated their intentions to remain on part of the site, although consider that in order to secure future employment uses, it will be necessary to redevelop the site with modern, fit for purpose employment premises suitable for them as well as new end-users. They have confirmed that constraints to redeveloping the site, including high demolition costs, site clearance and the provision of new/replacement infrastructure mean that enabling development with a higher land value will be necessary to make a proposal viable.

4.49 This site remains one of Blackpool's better located employment sites and is considered to be an attractive employment location. There is an opportunity for direct access off Preston New Road, subject to planning permission, which would make it more attractive and increase its prominence.

The site continues to remain suitable for employment use and presents a medium-long term redevelopment opportunity to improve occupancy levels, with modern employment premises for existing and new end-users. This would be attractive to the market, capitalising on the excellent motorway access and benefitting from/supporting the role of this area i.e. land around Junction 4 of the M55 as being a key spatial priority for economic development in the Fylde Coast sub-region. To facilitate site regeneration, it is understood some enabling development is necessary to secure the future employment use of the site. Any enabling development would need to be robustly justified.

***Recommendation: Retain as safeguarded employment land and support opportunities for refurbishment or redevelopment to provide modern employment premises for existing /***

***new occupiers. Some enabling development will be considered providing this is robustly justified and would not compromise other Core Strategy objectives***

**Employment Land Technical Paper 2014** - provides justification and explanation of the Council's approach to meeting future employment land requirements over the plan period to 2027. There are 13 main industrial/business locations in the town which are safeguarded for employment use in the current Local Plan. These locations amount to 182.1 hectares of land of which 21.6 hectares remained undeveloped at the time the paper was produced. Of these 21.6 hectares it is considered that 11 hectares is reasonably attractive, suitable and available for development and that some may be lost as part of an enabling development scheme giving a total of 17.8 hectares. Based on past take up rates a requirement of 31.5 hectares is identified for the period up to 2027. The document suggests safeguarding the existing employment allocations and recognises the commitment of Fylde Borough Council to provide 14 hectares of land to meet Blackpool's requirements as part of the Duty to Cooperate (our shortfall is identified as 13.7 hectares).

In paragraph 3.10 reference is made to Policy CS3 of the Blackpool Local Plan: Part 1 - Core Strategy and in particular that in order to facilitate regeneration, redevelopment opportunities which introduce a suitable mixed-use development, including housing, will be considered in exceptional circumstances on a small minority of sites where this would secure the future business/industrial use of the site. Any enabling development would need to be robustly justified and not conflict with wider plan objectives. This will strengthen Blackpool's employment offer by helping to retain existing occupiers and attract new businesses. This redevelopment will be a particularly important element of supply going forward by helping to retain and improve existing employment land. It will also make available land within those areas more attractive to develop. Specific opportunities for redevelopment are identified in the BELS, which includes a number of estates within South Blackpool that are currently under-occupied and in need of comprehensive improvement.

## **ASSESSMENT**

### **Principle of the development**

The site is allocated for employment purposes in the current Local Plan and hence technically the application represents a departure from the current plan. However, the Local Plan dates from 2006 and in the intervening years circumstances have changed in that NS&I have contracted rather than expanding onto the undeveloped land within its site, the existing premises have gradually become surplus to requirements and have been vacated. A marketing exercise has been undertaken and has not resulted in a tenant for the whole of the premises. The modernisation of the premises is not deemed economically viable and as with other NS&I sites throughout the country there has been pressure from Central Government to dispose of the surplus part of the site. At national level planning policy has changed in terms of advising local planning authorities not to protect employment land where there is no realistic prospect of it being developed. In addition there is a drive to promote mixed use developments and promote new housing development to meet the country's needs. Against this backdrop the Council was approached regarding the site's future. In pre-application

discussions the Council was mindful of its need for employment land in terms of the emerging Core Strategy and the significance /attractiveness of this site in terms of the portfolio of employment sites across the town. It was also mindful of the issues associated with the attractiveness of the existing premises to other employment users and the access arrangements to the site. The Council recognised that some enabling development may be needed to bring about a regeneration of this site.

The current application emanated from the discussions and seeks to meet a number of objectives –

- Providing a better access to the site from the more prominent site frontage on Preston New Road
- Providing land for office and light industrial development
- Providing housing to meet the Council's five year land supply and provide a qualitative improvement to the housing stock by the addition of three and four bedroom family homes

Although the housing element is a departure from the current Local Plan there are material considerations which outweigh this conflict and demonstrate a closer alignment to national policy and the now adopted Core Strategy. There is concern that the loss of some of the employment land could be seen as contrary on the part of the Council given the Council is having to look to Fylde Borough Council to provide employment land to meet Blackpool's future needs but this needs to set against the circumstances on the site and the need to look for a solution in bringing the site occupied by the vacant NS&I building back into use. The viability information submitted by the applicant has been considered by Property Services officers and it is considered acceptable in demonstrating the need for the residential development to cross fund the provision of the employment land. The principle of the development is therefore considered acceptable and consistent with Policies CS1, CS2, CS3 and CS24 of the adopted Core Strategy and consistent with paras 14, 17 and the economic and housing sections of the National Planning Policy Framework.

### **Phasing of the development**

A key concern is that in seeking to support the principle of the development the enabling part of the development does just that i.e. that it brings forward the site occupied by the NS&I building for future office and light industrial use. To this end it is considered that a Section 106 agreement is need to ensure key objectives are met.

### **The housing element**

The housing element of the proposal would deliver a mix of three and four bedroom properties and a mix of detached, semi detached and terraced houses. The layout would provide family dwellings set in an attractive setting with a linear swathe of open space and set back from Preston New Road. The layout has been designed to be primarily outward looking – facing the pond, houses in Wheatlands Crescent to the west and Preston New Road/the new access road whilst still achieving a density of 40 houses per hectare. The layout seeks to minimise the impact on neighbouring residents. The linear open space would stretch from the

Preston New Road frontage of the site and link to the retained pond. The existing perimeter fence along the western and northern boundaries of the site would be retained and there would be additional planting by the perimeter fence. The levels on the site would be lowered slightly on that part of the site adjacent to Wheatlands Crescent but it is acknowledged that the proposed houses would still be set on a level higher than those on Wheatlands Crescent. However the separation distances would be a minimum of 31 metres for the side on property on Plot 40 to in excess of 35 metres with properties facing the properties in Wheatlands Crescent. This distance when added to the existing belt of tree planting in Wheatlands Crescent and the proposed planting on the application site is considered acceptable to avoid unduly affecting the amenities of the occupiers of the properties in Wheatlands Crescent.

A scheme of 118 houses would normally require an affordable housing quota of 35 properties (30%) or a commuted sum in lieu of on site provision. The viability assessment submitted demonstrates that the development cannot support this and indeed demonstrates that the costs associated with bringing the employment land forward (demolition etc.) mean that the development cannot fund education provision either. The Property Services Officers concur with this view and consider the assessment is robust in its assessment of sales values and build costs for the proposed houses.

The perimeter landscaping and landscaping within the development should provide an attractive setting for the residential development.

### **Employment element**

The employment layout is indicative at this stage but it does preserve the swathe of open land on the Preston New Road frontage to the site and the open land to the rear of the houses fronting Mythop Road. In addition it would preserve an open strip of some 17 metres to the caravan park. It is expected that the buildings will be significantly lower than the existing NS&I building and therefore the amenities of residents should not be affected. The indicative layout shows a mixture of freestanding office buildings and terraced light industrial units with associated landscaping and parking.

Although Environmental Protection Officers have raised concerns regarding the proposed proximity of the proposed employment uses to the proposed housing it is felt that as the proposed employment uses would either be light industrial or offices they would be unlikely to significantly affect the amenities of the future occupiers of the houses.

### **Drainage**

The development is not at risk of flooding so the main issue is ensuring that the proposed development does not cause flooding elsewhere. The drainage principles for the development have been agreed with United Utilities based on on-site attenuation of surface water as a SUDS solution would not work and there is no watercourse on the site to connect to. Given United Utilities have agreed the principles it is considered that the proposed development would not affect surrounding residents.



## **Ecology**

The ponds on the site have been surveyed for the existence of newts and none have been found. There is some concern that the surveys were last undertaken in 2011 but it has to be borne in mind that the site is bounded by a caravan park, residential development and a busy dual carriageway so there is no undisturbed corridor along which newts could migrate to the ponds on the site. The site is a mixture of managed grassland and unmanaged scrub and self seeded areas of planting. It is acknowledged that some of this will be lost but planting of native species will be undertaken in mitigation and a corridor will be retained on the western side of the site linking to the retained pond.

The existing building is not considered suitable as a roost for bats but the applicant is aware of the need to undertake a survey prior to the demolition of the building and take the necessary mitigation measures if roosts are found.

The Committee will note that Natural England has not raised any objection in terms of the proximity of the site to the Marton Mere SSSI.

## **Highways**

Discussions have been held with the applicants and their agent regarding the new road junction to Preston New Road and the internal road layout. The principle of a new traffic light controlled junction is considered acceptable and amendments to its design have been produced to show a toucan crossing (cyclists and pedestrians) and appropriate lane widths. The internal road layout of the housing development has been amended to show that the turning heads can accommodate the size of bin lorry operating in Blackpool (11 metres by 3 metres). It is considered that the internal road layout and the new junction are satisfactory to cater for the development and will not be detrimental to highway and pedestrian safety. It has been suggested to the applicant's that they retain the Mythop Road link as an exit only and this is being considered by them. The proposal would include the upgrading of the two nearest bus stops.

## **Other Matters**

Members will note the letter submitted on behalf of Bourne Leisure. Officers have responded to the points raised in the letter.

## **CONCLUSION**

The site is allocated for employment purposes in the current Local Plan and contains vacant buildings and land allocated for office and research/development. The existing buildings were considered for listing by Historic England but not considered worthy of listing. The site has been marketed without success and through pre application discussions and the emerging Core Strategy the principle of redeveloping the site as a mixed development (housing and employment) has been supported. The rationale is that the housing development on the greenfield part of the site will 'enable' the demolition of the existing buildings to take place

and the resulting land be made available for employment uses (offices and light industrial uses). The existing NS&I operation in the Moorland Building would remain. The proposal is considered to be consistent with the principles of the National Planning Policy Framework, and policies in the Local Plan and recently adopted Core Strategy in terms of achieving sustainable development. There is conflict with some policies, principally relating to affordable housing, open space, education but the viability of the overall proposals explains the reason for this conflict and justifies it. The benefits of the proposal in assisting with the Council's housing land supply, in providing family housing in an attractive setting, in bringing forward land for employment uses with a better access mean that the proposal is supported but a Section 106 Agreement is required to cover the phasing of the development. The recommendation is therefore to approve in principle subject to the completion of a Section 106 Agreement and for your Head of Development Management to issue the decision upon its completion.

11 conditions are suggested for the outline part of the application and 16 for the detailed part and these are listed below.

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

It is recommended that the granting of any planning permission is subject to the signing of a Section 106 legal agreement relating to the phasing of the development to ensure that the planning permission delivers both the housing and employment elements.

#### **HUMAN RIGHTS ACT**

Under Article eight and Article one of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. It is not considered that the application raises any human rights issues.

#### **CRIME AND DISORDER ACT 1998**

The contents of this report have been considered in the context of the Council's general duty, in all its functions, to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998

Planning Application File(s) 15/0420 which can be accessed via the link below:

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

**Recommended Decision:** Defer for Legal Agreement

## Conditions and Reasons

1. **Full planning permission for 118 houses and new access from Preston New Road**

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).

1. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

i. Approval of the following details (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority:

- Layout
- Scale
- Appearance
- Access
- Landscaping

ii. Applications for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission and the development hereby permitted shall be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

2. **Full planning permission for 118 houses and new access from Preston New Road**

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 on including the following plans:

***plan numbers to be confirmed***

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

2. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

Prior to the demolition of the former National Savings and Investments offices a building recording and analysis for the former National Savings and Investments offices shall be undertaken. This must be carried out in accordance with a timetable and written scheme of investigation, which shall first have been submitted to and agreed in writing by the Local Planning Authority.

Reason- To ensure and safeguard the recording and inspection of matters of archaeological and historical importance associated with the building in accordance with Policy LQ1 of the Blackpool Local Plan 2001-2016.

3. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

Before the former National Savings and Investments office building is demolished a bat survey shall be undertaken and the results of the survey shall be submitted to and be agreed in writing by the Local Planning Authority. If bats are found to be present no demolition shall take place until a scheme of mitigation has been submitted to and be agreed in writing by the Local Planning Authority.

Reason: In the interests of safeguarding protected species in accordance with Policy NE5 of the Blackpool Local Plan 2001-2016.

3. **Full planning permission for 118 houses and new access from Preston New Road**

Details of materials to be used on the external elevations shall be submitted to and agreed in writing by the Local Planning Authority prior to the development being commenced.

Reason: In the interests of the appearance of the locality, in accordance with Policy LQ4 of the Blackpool Local Plan 2001-2016.

4. **Full planning permission for 118 houses and new access from Preston New Road**

(a) No development or other operations shall commence on site until a scheme (hereinafter called the approved protection scheme) which provides for the retention and protection of trees, shrubs and hedges growing on or adjacent to the site has been submitted to and approved in writing by the Local Planning Authority.

(b) No operations shall commence on site in connection with the development hereby approved (including any tree felling, tree pruning, demolition works, soil

moving, temporary access construction and or widening or any operations involving the use of motorised vehicles or construction machinery) until the protection works required by the approved scheme are in place.

(c) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within any area designated as being fenced off or otherwise protected in the approved scheme are in place.

(d) The fencing or other works which are part of the approved protection scheme shall not be moved or removed, temporarily or otherwise, until all works including external works have been completed and all equipment, machinery and surplus materials have been removed from the site, unless the prior written agreement of the Local Planning Authority has first been sought and obtained.

Reason: To secure the protection, throughout the time that the development is being carried out, of trees, shrubs or hedges growing within or adjacent to the site which are of amenity value to the area, having regards to Policy LQ6 of the Blackpool Local Plan 2001-2016.

4. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

(a) No development or other operations shall commence on site until a scheme (hereinafter called the approved protection scheme) which provides for the retention and protection of trees, shrubs and hedges growing on or adjacent to the site has been submitted to and approved in writing by the Local Planning Authority.

(b) No operations shall commence on site in connection with the development hereby approved (including any tree felling, tree pruning, demolition works, soil moving, temporary access construction and or widening or any operations involving the use of motorised vehicles or construction machinery) until the protection works required by the approved scheme are in place.

(c) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within any area designated as being fenced off or otherwise protected in the approved scheme are in place.

(d) The fencing or other works which are part of the approved protection scheme shall not be moved or removed, temporarily or otherwise, until all works including external works have been completed and all equipment, machinery and surplus materials have been removed from the site, unless the prior written agreement of

the Local Planning Authority has first been sought and obtained.

Reason: To secure the protection, throughout the time that the development is being carried out, of trees, shrubs or hedges growing within or adjacent to the site which are of amenity value to the area, having regards to Policy LQ6 of the Blackpool Local Plan 2001-2016.

5. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the construction period
- control of noise emanating from the site during the construction period
- hours and days of construction work for the development
- contractors' compounds and other storage arrangements
- provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the construction period
- arrangements during the construction period to minimise the deposit of mud and other similar debris on the adjacent highways
- the routeing of construction traffic

The construction of the development shall then proceed in accordance with the approved Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

5. **Full planning permission for 118 houses and new access from Preston New Road**

No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the construction period
- control of noise emanating from the site during the construction period
- hours and days of construction work for the development
- contractors' compounds and other storage arrangements
- provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the construction period

- arrangements during the construction period to minimise the deposit of mud and other similar debris on the adjacent highways
- the routing of construction traffic

The construction of the development shall then proceed in accordance with the approved Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

6. **Full planning permission for 118 houses and new access from Preston New Road**

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

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to water resources or to human health and in accordance with Policy BH4 of the Blackpool Local Plan 2001-2016.

6. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

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

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to water resources or to human health and in accordance with Policy BH4 of the Blackpool Local Plan 2001-2016.

7. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

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

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

7. **Full planning permission for 118 houses and new access from Preston New Road**

a) No development shall take place until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details shall include any proposed changes to existing ground levels, means of enclosure and boundary treatment, areas of soft landscaping, hard surfaced areas and materials, planting plans specifications and schedules (including plant size, species and number/ densities), existing landscaping to be retained, and shall show how account has been taken of any underground services.

b) The landscaping works shall be carried out in accordance with the approved details within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing by the Local Planning Authority (whichever is sooner.)

c) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason. To ensure the site is satisfactorily landscaped in the interests of visual amenity and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall with regards to Policy LQ6 of the Blackpool Local Plan 2001-2016.



8. **Full planning permission for 118 houses and new access from Preston New Road**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) the garages shall not be used for any purpose which would preclude their use for the parking of a motor car.

Reason: In the opinion of the Local Planning Authority the retention of parking space within the site is of importance in safeguarding the appearance of the locality and highway safety, in accordance with Policies AS1 and LQ1 of the Blackpool Local Plan 2001-2016.

8. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

Foul and surface water shall be drained on separate systems. Prior to the commencement of any of the B1 development, a surface water drainage scheme and means of disposal, based on sustainable drainage principles with evidence of an assessment of the site conditions (inclusive of how the scheme shall be managed after completion) shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be restricted to existing runoff rates and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly. The development shall be completed, maintained and managed in accordance with the approved details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution in accordance with paragraphs 103 and 109 of the National Planning Policy Framework, Policy CS9 of the Blackpool Local Plan: Part 1 - Core Strategy and Policy BH4 of the Blackpool Local Plan 2001-2016.

9. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

Prior to the construction of any above ground structures a lighting strategy for the B1 development shall be submitted to and approved in writing by the Local Planning Authority. The approved strategy shall then be implemented as part of the development and retained as such.

Reason: To safeguard the character and appearance of the area in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016

9. **Full planning permission for 118 houses and new access from Preston New Road**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order), no fences, gates or walls shall be erected within the curtilage of any dwellinghouse which fronts or is side onto a road.

Reason: The development as a whole is proposed on an open plan layout and a variety of individual walls/fences would seriously detract from the overall appearance of the development and would be contrary to Policy LQ2 of the Blackpool Local Plan 2001-2016.

10. **Full planning permission for 118 houses and new access from Preston New Road**

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

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

10. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

No trees to be removed as part of the development shall be removed during the bird breeding season (March - August in any calendar year).

Reason: To safeguard birds in accordance with Policy NE7 of the Blackpool Local Plan 2001-2016.

11. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

No development approved by this permission shall be commenced until details of the finished floor levels of the proposed B1 use buildings and any alterations to existing land levels have been submitted to and approved in writing by the Local Planning Authority. The development shall then be constructed in accordance with the approved levels unless otherwise approved in writing by the Local

Planning Authority.

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

11. **Full planning permission for 118 houses and new access from Preston New Road**

None of the approved dwellings shall be occupied until the new junction shown on dwelling no.s **(to be confirmed)** has been constructed and is operational.

Reason: In the interests of highway safety in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016.

12. **Full planning permission for 118 houses and new access from Preston New Road**

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

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

12. **Outline Planning Permission for the demolition of the existing National Savings and Investments Building and erection of offices and light industrial premises with associated roads, parking/servicing and landscaping**

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) no change of use from Use Class B1 (the subject of this permission) to Use Class C3 shall take place without the written approval of the Local Planning Authority.

Reason: To safeguard this employment land to meet the current and future employment needs of the town in accordance with Policy CS3 of the Blackpool Local Plan: Part 1 - Core Strategy and Policy DE1 of the Blackpool Local Plan 2001-2016.

13. **Full planning permission for 118 houses and new access from Preston New Road**

The surface water drainage for the development hereby approved, shall be carried out in accordance with principles set out the submitted Flood Risk Assessment Ref no. 880516-R1 (02) Dated 15th April 2015 which was prepared by RSK. For the avoidance of doubt, surface water from the residential area must drain in line with Engineering Appraisal Drawing 880516 / 10-03 P4, which included in the FRA,

where part of the residential area drains into Wheatlands Crescent at a maximum pass forward flow of 5 l/s and part of the residential area drains into Preston New Road at a maximum pass forward flow of 11 l/s. Unless otherwise agreed in writing by the Local Planning Authority, all other areas must drain to watercourse at existing greenfield runoff rates. The development shall be completed, maintained and managed in accordance with the approved details.

Reason: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding in accordance with Policy CS9 of the Blackpool Local Plan: Part 1 - Core Strategy.

14. **Full planning permission for 118 houses and new access from Preston New Road**

Prior to the commencement of any development, details of the foul drainage scheme to serve the housing development shall be submitted to and approved in writing by the Local Planning Authority. Foul shall be drained on a separate system. No dwelling shall be occupied until the approved foul drainage scheme has been completed to serve the housing development, in accordance with the approved details. This development shall be completed, maintained and managed in accordance with the approved details.

Reason: To ensure the site is satisfactorily drained and in accordance with Policy CS9 of the Blackpool Local Plan: Part 1 - Core Strategy.

15. **Full planning permission for 118 houses and new access from Preston New Road**

Prior to the construction of any above ground structures a scheme for the provision of bat and bird boxes and a timetable for implementation shall be submitted to and agreed in writing by the Local Planning Authority before the building hereby approved is first brought into use. Works shall then proceed in accordance with the agreed scheme and shall be maintained for as long as the building hereby approved is in use.

Reason: In order to ensure that levels of biodiversity across the site are maintained and enhanced where possible in accordance with the provisions of the National Planning Policy Framework and Policy LQ6 of the Blackpool Local Plan 2001-2016.

16. **Full planning permission for 118 houses and new access from Preston New Road**

No trees to be removed as part of the development shall be removed during the bird breeding season (March - August in any calendar year).

Reason: To safeguard birds in accordance with Policy NE7 of the Blackpool Local Plan 2001-2016

## **Advice Notes to Developer**

1. Please note this approval relates specifically to the details indicated on the approved plans and documents, and to the requirement to satisfy all conditions of the approval. Any variation from this approval needs to be agreed in writing by the Local Planning Authority prior to works commencing and may require the submission of a revised application. Any works carried out without such written agreement or approval would render the development as unauthorised and liable to legal proceedings.
2. The grant of planning permission will require the developer to enter into an appropriate Legal Agreement with Blackpool Borough Council acting as Highway Authority. The Highway Authority may also wish to implement their right to design all works within the highway relating to this proposal. The applicant is advised to contact the Council's Highways Department (Tel 01253 477477) in the first instance to ascertain the details of such an agreement and the information provided.