

COMMITTEE DATE: 14/03/2017

Application Reference: 17/0095

WARD: Stanley
DATE REGISTERED: 10/02/17
LOCAL PLAN ALLOCATION: Countryside Area

APPLICATION TYPE: Reserved Matters
APPLICANT: KENSINGTON DEVELOPMENTS LTD

PROPOSAL: Erection of residential development comprising 422 dwellings (two and three storey apartments and houses), with associated parking, village green/play area, water features and shop and formation of vehicular access to Progress Way (Reserved matters application)

LOCATION: LAND AT MOSS HOUSE ROAD, MARTON MOSS, BLACKPOOL

Summary of Recommendation: Agree in principle and delegate approval to the Head of Development Management.

CASE OFFICER

Mr G Johnston

BLACKPOOL COUNCIL PLAN 2015 -2020

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool **and Priority two of the Plan** - Communities: Creating stronger communities and increasing resilience.

SUMMARY OF RECOMMENDATION

The applicant is seeking to secure an approval of reserved matters before the end of March 2017 and hence the application is being brought to Committee to seek authority for delegation to the Head of Development Management to achieve this timescale. The Committee has previously approved 579 dwellings on a 16.4 hectares site (35 dwellings per hectare). This proposal provides for 422 dwellings on a 15.4 hectares site (28 dwellings per hectare) which is better from a residential amenity point of view, drainage point of view, traffic generation point of view and would balance making best use of the land with the character and appearance of the area.

The applicant has sought to create a distinctive housing estate characterised by a sustainable urban drainage system and associated landscape features. The properties would vary in design and materials to create discernible neighbourhood areas. The proposal includes areas of public open space and a carefully considered planting and biodiversity

enhancement plan. It is acknowledged that the success of the scheme would depend on diligent and robust management and it is proposed that a management company would be set up for that purpose. It is not anticipated that the development would lead to any detrimental impacts on road safety or local flood risk.

The reduced number of dwellings would not compromise the requirements of Policies CS13 and CS25 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 in terms of number and mix of dwellings and the proposed layout would be better in terms of the amenities of neighbouring residents - more spacious feel to the development, less properties accessed off Moss House Road.

As the period for neighbour comment has not expired the Committee is requested to delegate the issuing of the decision to the Head of Development Management subject to no new significant issues being raised and on the basis that the Head of Development Management will discuss any further comments received with the Chair of Planning Committee prior to issuing the decision. Members should be aware that issues of principle have already been covered through the approval of the outline application and hence cannot be considered as an objection to this approval of reserved matters application.

Given the following, it is suggested that the Planning Committee resolve to grant the approval of reserved matters for 422 dwellings:

- the number is acceptable
- the layout is acceptable
- the housing mix is acceptable
- the design of the properties is acceptable
- the drainage solution has more on site storage for 157 fewer properties
- the amenities of local residents would be the same and in a number of cases would be better than the 579 dwelling scheme
- the parking is acceptable
- the landscaping is acceptable
- the road layout is acceptable
- the applicant has responded to concerns raised by local residents

INTRODUCTION

Outline planning permission was granted for a 16.4 hectares site to the north and south of Moss House Road in 2010 for up to 584 dwellings in July 2010 (09/0740 refers). This was followed by an approval of reserved matters application in 2013 for 579 dwellings which was approved in January 2014 (13/0378 refers). The outline application was subject to a Section 106 agreement in respect of the payment of sums of money towards affordable housing, education, public open space and highways. An amount of £500,000 has been paid to the Council for the construction of the site access and highway works to Progress Way. As such the development has commenced.

This revised approval of reserved matters application has arisen as a result of a re-evaluation of the dwellings proposed for the site having regard to current market conditions

and as a result of part of the original application site being acquired by United Utilities for works in association with its Blackpool South Surface Water scheme. The overall site area has therefore been reduced from 16.4 hectares to 15.4 hectares and as such land in the north east corner of the original application site is now excluded i.e. to the rear of properties fronting Florence Street and Midgeland Road (an application has been lodged by United Utilities for its site - 17/0105 refers).

The applicant's planning consultant has sought the Council's view as to whether a revised Environmental Statement is required for the reduced site area and reduced number of dwellings (422 compared to 584) and the Council has indicated that one is not required.

The key changes to the previously approved approval of reserved matters application are:

- a reduced site area from 16.4 hectares to 15.4 hectares
- a reduced number of dwellings from 579 to 422
- a change in the mix of those dwellings (previous figures in brackets):
 - 2 five bed detached (4)
 - 85 four bed detached (68)
 - 60 3 bed detached (2)
 - 41 four bed mews (105)
 - 130 three bed mews (248)
 - 37 two bed mews (72)
 - 66 apartments (80)

This is manifested in a reduced density in terms of development south of Moss House Road and in particular in the south eastern of the corner of the site. In addition there is a reduced density in the north western corner of the site.

- three additional ponds - one in the south eastern corner of the site, one in the north western corner of the site and one opposite the central area of open space (additional 1624 sq metres of water storage capacity)
- additional watercourse provision
- Play area incorporated in the main area of open space
- Better road layout incorporating more pavements

SITE DESCRIPTION

This application relates to 15.4 hectares of land at the southern end of the Borough. The site is part of the Marton Moss Countryside Area as shown on the Proposals Map to the Blackpool Local Plan 2001-2016 and defined in saved Policy NE2 of the Plan. It is also now covered by Policy CS25 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

In essence, the site is bounded by Progress Way (A5230) to the south; properties fronting Sovereign Gate and Common Edge Road (B5261) to the west; land acquired by United Utilities to the rear of properties fronting Midgeland Road and Florence Street to the east; and properties fronting Kincardine Avenue, Kildonan Avenue and Bennetts Lane to the

north. However, within this broad area a number of properties on Moss House Road, Laundry Road and Dockypool Lane are excluded, as is an area of woodland to the north of Moss House Road.

The site is roughly level and formerly contained the following uses (the areas quoted are approximations):

- Existing houses and their gardens - 2.1 hectares
- Mown grassland - 1.5 hectares
- Disused horticultural land - 5 hectares
- Productive horticultural land - 0.2 hectares
- Grazing land - 4.5 hectares
- Stables and sand paddocks - 0.45 hectares
- Small copses of trees - 2.3 hectares

The site is dissected by a number of watercourses and hedgerows which comprise a further 1.0 hectare of the site. The Environment Agency maps indicate the site to be at low risk of flooding.

There are a number of community facilities in the nearby area. The Our Lady of the Assumption Primary School and associated church are situated on the western side of Common Edge Road opposite the junction with Moss House Road. Further along Common Edge Road to the north approximately 1.6km from the site is a designated Local Centre offering a range of shops and services. There is a doctor's surgery on Common Edge Road which is currently being extended approximately 1km away. Highfield Humanities College, again situated on Highfield Road, is approximately 2km away. The Squires Gate Lane business complex comprising the Sycamore Trading Estate, Squires Gate Industrial Estate, Blackpool Business Park and Blackpool Retail Park is some 1.3km to the west with Blackpool Airport beyond.

The application site is approximately 5km to the south-east of Blackpool Town Centre. At present two bus services operate in the immediate area. The No.17 line runs along Common Edge Road from Blackpool Town Centre to St. Annes with a half hourly frequency. The No.10 line operates an hourly loop service from Blackpool Town Centre which takes in Midgeland Road, School Road and Common Edge Road.

DETAILS OF PROPOSAL

This revised approval of reserved matters application has arisen as a result of a re-evaluation of the dwellings proposed for the site, having regard to current market conditions and as a result of part of the original application site being acquired by United Utilities for works in association with its Blackpool South Surface Water scheme. The overall site area has therefore been reduced from 16.4 hectares to 15.4 hectares and as such land in the north east corner of the original application site is now excluded i.e. to the rear of properties fronting Florence Street and Midgeland Road (an application has been lodged by United Utilities for its site - 17/0105 refers)

The key changes to the previously approved approval of reserved matters application are:

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- three additional ponds - one in the south eastern corner of the site, one in the north western corner of the site and one opposite the central area of open space (additional 1624 sq metres of water storage capacity)
- play area incorporated in the main area of open space
- additional watercourse provision
- better road layout incorporating more pavements

The principle access to the estate is from Progress Way to the south. This access would lead onto the main estate road which would form a roughly rectangular ring road bisected by Moss House Road. Secondary estate roads would lead off this main road. Moss House Road would be blocked on either side of the main ring road to prevent it from being used as a cut-through or rat-run. 19 properties would be accessed from Midgeland Road (previously 46 under 13/0378).

Linear ponds and areas of public open space would run along the Progress Way frontage of the site on either side of the site access. These would form part of the overall site drainage scheme but would also create an attractive point of arrival for the development. Three additional areas of public open space would be provided within the development. The largest of these would form a village green including a pond, play area and landscaping and would sit between Moss House Road and the northern stretch of the ring road. The other two would contain ponds.

The drainage strategy proposed for the site would form a key part of the site layout and would be central to the appearance and character of the estate. Watercourses would run along many of the main roads with hedgerows separating them from the housing. These would drain into the ponds on either side of the access road. As such, surface water run-off from the site would be attenuated at a discharge rate of 5 litres per second per hectare. This flow would be released into an existing watercourse draining into the combined sewer

system. Trees are proposed throughout the estate in addition to the hedgerows and areas of open space in order to create a rural feel.

The following information has been submitted in support of the application:

Revised Design and Access Statement, Revised Drainage Statement and Revised Layout, Landscape, Drainage and House Type Drawings.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- the adequacy of the layout in terms of residential amenity
- the impact of the proposed building levels on residential amenity
- the quality of the house designs and streetscenes
- the standard of accommodation proposed
- the extent to which the design and materials palette would create satisfactory character within the development
- the adequacy of the drainage scheme
- the suitability of the internal road network in terms of highway safety, parking provision, accessibility and refuse collection
- the adequacy of the landscaping strategy
- the extent to which the proposal would enhance biodiversity on the site
- the standard and suitability of the public open space proposed

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

CONSULTATIONS

Head of Highways and Traffic Management: 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.

Service Manager Public Protection: 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.

United Utilities: 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.

Blackpool International Airport: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

Electricity North West Ltd: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

Waste Services Manager: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

PUBLICITY AND REPRESENTATIONS

Press notice published: 2 March 2017
Site notice displayed: 21 February 2017
Neighbours notified: 20 February 2017

To date the following comments have been received:

Ms S Lewis-Unsworth, 8 Marshdale Road, Blackpool, FY4 5PF (Objects)

In reference to the above application I am contacting you with some concerns regarding the 422 new dwellings.

I live on Marshdale Road and commute via the M55 as many do and am concerned regarding the extra cars this would potentially bring to the roads and junctions.

I have noticed an increase in stationary traffic from the recent developments in the area and feel an extra 422 is excessive and frankly is a huge concern.

Comment - this objection is to the principle of the development which has been established through the outline planning permission. The outline allowed up to 584 dwellings and this proposal is for 422 dwellings - 162 less than the original permission and hence the traffic generation would be less with this proposal

Ms S Da Silva Teixeira, 33 Moss House Road, Blackpool, FY4 5JF (Objects)

I am very distressed to learn another application has been submitted to build on Moss House Road, Blackpool.

Everywhere you look new houses are being built in Blackpool and Fylde areas!

We need to protect England's beautiful countryside. Marton Moss has always been semi-rural and is home to trees and wildlife. Since Kensington Developments has moved in I have seen little foxes running across Progress Way. Where is all the wildlife supposed to go?

Since the New Home Owners moved into Magnolia Point there has been a huge increase on traffic on Midgeland Road. Apparently there are plans for a traffic circle at Highfield/ Midgeland Road. This should have been considered when the plans were first put in. In the meantime we have to put up with the traffic.

Blackpool Council has an obligation to its residents to protect our Green Land.

Blackpool is a poor area. The inner town is in desperate need of a face-lift. Blackpool Council should be coming up with some ideas/incentives to get these developers to build in the inner town. Fox Hall Square is a good example.

I am pleading with Blackpool Council to protect the England's countryside.

Comment - this objection is to the principle of the development which has been established through the outline planning permission. The outline allowed up to 584 dwellings and this proposal is for 422 dwellings - 162 less than the original permission and hence the traffic generation would be less with this proposal. Additional areas of water storage are proposed as part of this application to assist with drainage and biodiversity

Mr H Sykes, 10 Kincardine Avenue, Blackpool, FY4 5NN (Objects)

The proposed development backs on to our property and for several months of the year our gardens are very wet and can get flooded during the rainy periods, personally our garden only fully dries out for a few weeks in the middle of the summer. The building of so many properties and the associated hard standings and roads will just make the problem worse. The local roads are also full to saturation point during the busy periods and the junction of Midgeland Road and Highfield Road can have vehicles backed nearly to the traffic lights at Haweside Lane / Common Edge Road.

Both of these problems will be made worse with the addition of so many new properties.

Comment - this objection is to the principle of the development which has been established through the outline planning permission. The outline allowed up to 584 dwellings and this proposal is for 422 dwellings - 162 less than the original permission and hence traffic generation would be less with this proposal. Additional areas of water storage are proposed as part of this application to assist with drainage and biodiversity

Mrs D Moden, 52 MOSS HOUSE ROAD, BLACKPOOL, FY4 5JE (Supports)

We support the alterations proposed in this application.

Any further comments received before the meeting will be reported in the update note.

NATIONAL PLANNING POLICY FRAMEWORK

In March 2012, the National Planning Policy Framework (NPPF) was published. This document sets out the Government's approach and expectations with regard to planning and development. It places heavy emphasis on sustainable development and the need for the planning system to be proactive in driving economic growth and delivering the homes, jobs and infrastructure that the country needs. There is a presumption in favour of development where there are no over-riding material considerations. The Framework requires high quality design in new developments and a good standard of amenity for all

existing and future occupants of land and buildings. It is considered that developments should establish a strong sense of place, respond to local character and be visually attractive. The National Planning Policy Framework makes it clear that new development should not increase the risk of flooding elsewhere, and that any flood risk should be safely managed. Biodiversity must be maintained and, where possible, enhanced with appropriate mitigation measures put in place to avoid harm to the natural environment. With regard to the reserved matters that are the subject of this application, no significant conflict has been identified between the provisions of the National Planning Policy Framework and the policies of the Local Plan.

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

The Blackpool Local Plan: Part 1 - Core Strategy was adopted by the Council in January 2016. The policies in the Core Strategy that are most relevant to this application are:

- Policy CS1: Strategic Location of Development
- Policy CS2: Housing provision
- Policy CS6: Green Infrastructure
- Policy CS7: Quality of Design
- Policy CS9: Water Management Policy
- Policy CS12: Sustainable Neighbourhoods
- Policy CS13: Housing Mix, Density and Standards
- Policy CS25: South Blackpool Housing Growth

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006. A number of policies in the Blackpool Local Plan (2006) have now been superseded by policies in the Core Strategy (these are listed in Appendix B of the Core Strategy). Other policies in the Blackpool Local Plan are saved until the Local Part 2: Site Allocations and Development Management Policies is produced.

The following policies are most relevant to this application:

- LQ1 Lifting the Quality of Design
- LQ2 Site Context
- LQ3 Layout of Streets and Spaces
- LQ4 Building Design
- LQ6 Landscape Design and Biodiversity
- LQ8 Energy and Resource Conservation
- BH3 Residential and Visitor Amenity
- BH10 Open Space in New Housing Developments
- NE2 Countryside Areas
- NE6 Protected Species
- NE7 Sites and Features of Landscape, Nature Conservation and Environmental Value
- NE10 Flood Risk
- AS1 General Development Requirements

SUPPLEMENTARY PLANNING GUIDANCE

SPG 11 - Open space: provision for new residential development and the funding system.

ASSESSMENT

Layout, Scale and Impact on Amenity

In order to safeguard residential amenity, the Council usually seeks to ensure that front and rear elevations be separated from one another by 21metres, with front or rear and side elevations being separated by 12metres. These distances are considered to be sufficient to ensure that adequate levels of privacy and daylight are maintained. These minimum distances have largely been achieved between the proposed new homes and the existing properties surrounding the site. Within the site, although there are some instances where the property spacing falls slightly short at 19metres rear-to-rear and 11metres front/rear-to-side, the proposed layout generally conforms to these minimum standards. As such, it is not anticipated that the proposed layout on the site would have a detrimental impact on residential amenity by virtue of loss of privacy or daylight sufficient to warrant refusal. Overall, the layout of the estate has been well considered with properties grouped along sections of road or around cul-de-sacs to create a neighbourhood feel.

It is acknowledged that existing vegetation has been removed as part of the redevelopment of the site, and that this would reduce the level of screening that existing properties did benefit from. New stretches of hedgerow would be provided, notably along the boundary with Bennetts Lane, with new trees proposed in many of the rear gardens of the new properties. On this basis, given the separation distances proposed and the amount of soft-landscaping that has been shown on the submitted drawings, it is not considered that the removal of the existing planting would render the scheme unacceptable by virtue of an associated loss in privacy. The provision of additional planting following completion of the scheme would, of course, be at the home-owners discretion.

The applicant has provided a layout drawing showing the approximate heights of the existing properties surrounding the site against those proposed in terms of the number of storeys in each building. This drawing shows that the taller, three-storey properties and apartment blocks proposed have been positioned centrally within the site in order to prevent over-looking of existing properties. More modest and traditionally sized two-storey houses abut the boundaries of the site with existing homes to again minimise any overlooking. There is some potential for conflict between the two-storey properties proposed on site and the single storey properties fronting Kincardine Avenue where the separation distances are close to the minimum standards. To this end, it is recommended that a condition be attached to any permission granted to require sectional and streetscene details to be submitted to, and agreed by, the Council before works commence on this section of the site.

The application has been accompanied by a Schedule of Levels. This document notes that the slab levels of all properties would be set above Ordnance Survey Datum Level by between 4.75m and 5.25m with the exception of one at 5.5m. It is understood that this height is required to mitigate against the risk of flooding. To illustrate the relationships between the properties proposed on site and the existing properties on the boundary, the applicant has submitted a number of streetscene drawings. Although these drawings show the differences in heights between the different properties, none of the relationships shown would appear awkward or incongruous within the streetscenes.

All of the properties proposed, with the exception of the apartments which share communal space, would have garden areas of sufficient size for the storage of refuse and cycles and the drying of clothes. The larger properties, particularly those to the south of Moss House Road and along the boundary with Common Edge Road, would benefit from sizeable gardens that would offer meaningful outdoor amenity space. In contrast, the smaller properties would have much less private outdoor space, with some rear gardens as small as 12sq m. However, as the Council has no minimum standards relating to the provision of private outdoor amenity space, this is not considered sufficient to constitute a reason for refusal.

It is not accepted that the development would lead to a reduction in safety or security. Appropriate boundary treatments are proposed between properties and the introduction of new residents to the area would increase levels of natural surveillance.

The revised layout would involve a lower density of development but this would be consistent with the aims of Policies CS13 and CS25 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027

Housing Mix

Policy CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 requires a mix of house types and sizes. In terms of house sizes, this development would provide 2 five bed/126 four bed/190 three bed/104 two bed properties. This would comply with the mix requirements in the Policy. In terms of house types, there would be 148 detached/52 semi-detached/156 terraced and 66 apartments. This house type mix would also comply with the Policy. All of the apartments would be two bed which would exceed the 70% two bed requirement in the policy. In addition, the type and mix of properties would complement rather than compete with housing in the inner area of the town (Policy CS25).

Housing Numbers

In Policy CS25 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 reference is made to the site delivering in the region of 600 properties whereas the outline planning permission fixes the number at no more than 584 dwellings. Clearly 422 properties is less than this 'around' 600 figure (178 less). However, as the Policy refers to 'South Blackpool Housing Growth' account also has to be taken of other sites in this area with planning permission - namely, Runnell Farm (83 being built), Baguleys Garden Centre (22 proposed), Midgeland Road (4 being built) and Common Edge Road (6 proposed). These other sites

would reduce the shortfall from the Moss House Road site to 63. In addition, outline planning permission has recently been granted for the Booths site in Highfield Road which would further reduce the shortfall by some 25 to 38. This level of shortfall is considered acceptable and would not affect the Council's five year land supply position

Design

The applicant has sought to create distinct character areas within the scheme through the use of different house types, designs and materials. The masterplan clearly shows that larger properties have been located along the site frontage to Progress Way and around the main estate ring-road. The most intensive areas of development are to the north of the estate ring-road.

The majority of properties would have grey tile roofs to reflect the existing properties surrounding the site. Where existing properties have rosemary tiles or slates, or in some prominent positions, the properties proposed would have rosemary tiles to create visual interest. Across the character areas, the proportion of properties with rosemary tiles would vary between around 5% and 50%. Similarly, five different types of brick are proposed and, in addition, properties could either be fully, half or partly rendered. The incidences of the different render options range between zero and 32% across the areas with the different brick options ranging between zero and 50%. On this basis, it is considered that a good level of visual interest and diversity would be provided across the estate.

The National Planning Policy Framework requires new developments to establish a strong sense of place and be attractive and comfortable. New buildings should respond to local character and history and reflect the identity of local surroundings and materials. However, this approach should not prevent or discourage appropriate innovation. The design of the properties proposed has been the subject of significant discussion since the submission of the application. The Committee will note that many of the house types have American names and it is understood that this naming strategy has proven successful in the marketplace. All of the house types proposed have been used in recent years in residential developments on the Fylde Coast, particularly in Lytham St. Annes to the south.

The properties surrounding the site front onto different roads and are of different heights, sizes, styles and materials. There is no single, discernible design vernacular. The properties vary in age from relatively new properties on Sovereign Gate to much older and traditional properties on Moss House Road. Where possible, the houses proposed would make reference to traditional features in the area through the use of bay windows and simple entrance porches and canopies. The use of render and brick also references local building materials. In the absence of an established and distinct local design code, the Framework warns against the imposition of a particular architectural style. The property designs proposed are of a good standard and have been used successfully elsewhere. Whilst some house types appear quite different from established housing in the area, this is not considered to warrant refusal given the existing local diversity. On this basis, the building designs proposed are considered to be acceptable.

Drainage

It is proposed that both foul and surface water run-off would drain into the existing combined sewer system. This has been agreed with United Utilities. Whilst foul water would drain directly into the sewer system, surface water run-off would first be collected and its discharge rate attenuated by a range of sustainable urban drainage solutions. 1332 metres of watercourse would be removed, 1310 metres of watercourse would be retained and 2535 metres of watercourse would be provided. In addition, the ponds would provide 3549 square metres of storage capacity. These watercourses would line the principal site roads and would drain into the ponds proposed on site. Permeable paving is also proposed around the estate to assist with surface water drainage. Together these sustainable urban drainage systems would attenuate the discharge of surface water run-off to 5 litres per second per hectare. This is equivalent to greenfield run-off rate and has been accepted by United Utilities.

Although it would have been preferable for surface water run-off to be directed to watercourses to the south-east to enable ultimate discharge into the River Ribble, it is understood that this is not possible due to the topography and levels of the land. The Environment Agency has previously agreed that the solution proposed represents the best alternative. It is considered that the drainage system proposed would meet the needs of the development and would improve the existing situation in the area. As such, it is considered to be acceptable.

Given the adequacy of the drainage system proposed, it is not considered that the development would increase the likelihood of flooding in the area. The applicant has also agreed to provide a 200 litre water butt for each house to assist with surface water storage.

United Utilities supports the scheme proposed and have responsibility for the sewer network. Any improvements or extensions to the existing network required by the development would have to be provided at the applicant's expense and in consultation with United Utilities. The maintenance of adequate water supply pressure is the responsibility of United Utilities.

It is understood that a management company would be set up to maintain the appearance and function of the watercourses, ponds and any associated pumping equipment. A condition was attached to outline planning permission ref. 09/0740 requiring a management plan for the proposed drainage system to be agreed with the Council and this has been complied with

Highways

The layout of the estate is considered to be broadly acceptable with carriageway and footway widths meeting the minimum standards. The Head of Traffic and Highway Management and the Council's Waste Management team queried the refuse vehicle tracking plans initially submitted because they did not provide sufficient detail. This matter was raised with the Applicant and amended, more detailed tracking plans were provided. The road layout now proposed is better in having better cul-de-sacs and loop roads. The

Committee is respectfully reminded that the means of access to the site and issues relating to traffic generation and the impact on the surrounding highway network were matters considered as part of the outline planning application, although clearly the 422 dwellings proposed would have less impact than 584 originally envisaged.

With regard to parking provision, the application must be assessed against the Council's published standards which are maximum standards. These state that two to three bedroom properties should have no more than two parking spaces, with larger properties having no more than three. These maximum standards should be reduced in areas of higher accessibility. In developments of more than 30 dwellings, an average of 1.5 parking spaces per unit should be achieved. In calculating the overall parking provision, driveway parking provision has been included. It is acknowledged that the use of driveways, particularly where they are provided in front of garages, can lead to cars blocking one another in and can make on-street parking preferable in order to avoid that inconvenience. Equally, however, many households do share driveway space and, where such provision has been shown as being available, it has been counted. The reduced number of dwellings and the revised mix has meant that more properties have dedicated off-street car parking and a large number have parking provision which would exceed the standards. This would reduce the potential for on street parking which can affect highway safety and lead to estate roads appearing cluttered.

In order to prevent Moss House Road becoming a 'rat run' between Midgeland Road and Common Edge Road, it is proposed that bollards be provided on either side of the internal estate ring-road. Since first submission, a number of house types have also been substituted in response to local resident concerns to ensure that no indirect means of access are created between the estate ring-road and Moss House Road. At present officers are unaware of any proposals to introduce a bus route through the estate.

It is proposed that different surfacing materials would be used to indicate the road hierarchy and to reduce vehicle speeds through the creation of more shared surfaces. This would also introduce visual interest and prevent the estate from appearing overly road-dominated.

A condition was attached to the outline planning permission requiring a Construction Management Plan be submitted to and agreed by the Council. This has been submitted. The off-site highway works associated with the development were agreed as part of the outline planning permission and have been constructed in part.

The Head of Traffic and Highway Management has not in the past raised any concerns relating to access to the site by emergency services vehicles.

Ecology

In support of the application, a Biodiversity Enhancement Statement has been submitted. The document describes the proposals to maintain and enhance biodiversity on the site which include the provision of ponds to create aquatic habitats; the provision of new hedgerows; an increase in watercourse length; design features to facilitate connectivity for

small mammals and amphibians across the site; and the creation of a species-rich wild-flower grassland.

Effective long-term management is considered essential in order for the ecological benefits of the proposal to be realised. A condition was attached to outline planning permission reference 09/0740 to require that a management plan for all landscaped areas be submitted to, and agreed by, the Council. It is recommended that a condition be attached to any permission granted to require a strategy to prevent the spread, and reduce the amount of, Japanese knotweed on the site to be agreed. The protection of existing trees and hedgerows would also be required through condition. These conditions have been complied with.

The species of plants to be used as part of the development have been scrutinised to ensure that the native hedgerows proposed would be appropriate in composition and thereby offer the greatest biodiversity benefits. Similarly, amenity planting has been selected based on its ability to attract wildlife. Overall the landscaping scheme proposed is considered to be acceptable. A scheme for the provision of bat roosts and bird boxes throughout the site has been conditioned.

A condition would be attached to any permission granted to require a lighting scheme to be agreed. This would enable the Council to ensure that habitat areas would not be significantly affected by light pollution.

Public Open Space

The application proposes 422 houses of which 104 would be two-bedroom, 190 would be three-bedroom, 126 would be four-bedroom, and 2 would be five-bedroom. The contribution already agreed with Kensington Developments through the Section 106 legal agreement signed in 2010 (£236,000) exceeds the requirement. As such, the level of public open space proposed is considered to be acceptable.

The public open space proposed would principally comprise four areas; a village green including a pond, play area and some peripheral wild-flower planting to the north of Moss House Road; two ponds; and a linear area of public open space comprising three ponds and areas of wildflower meadow to the north of Progress Way. The latter area would be a largely informal space for residents to observe the landscaping and habitats created. The village green would include a large area of open, grassed space suitable for ball-games, picnics and general play. The children's play area would be aimed at young children and would offer formal pieces of play equipment. Throughout the site, the watercourses and swales would also contribute towards the overall levels of public space and would provide green linkages across the site. These features were included in the calculation of public open space provision at outline stage.

Overall, it is considered that the amount and range of public open space provision would meet the needs of residents on the estate whilst contributing towards its appearance and biodiversity value. As such, no issues are identified.

Other Issues

It is acknowledged that the site at present consists largely of open greenspace. As such, any development would have a material impact upon the character of the area. However, Members will be aware that outline planning permission has been granted for the erection of up to 584 new dwellings on the site. This application seeks to agree the details of that approved proposal but with a reduced overall number and a more spacious feel.

Representations have been made alleging that the scheme proposed would constitute overly intensive development of the site. The proposed housing density would be 28 dwellings per hectare which is in-line with Policy CS13 of the Blackpool Local Plan Part1: Core Strategy which seeks to optimise density whilst reflecting the location of the site and the character of the surrounding area.

Issues relating to the stability of the land and the potential for subsidence are not planning considerations. These matters would be dealt with through the application of Building Regulations.

It is proposed that the development would be delivered in three phases. The land to the south of Moss House Road would be developed first followed by the land to the north-west and then the remaining land to the north-east. It is anticipated that more detailed phasing plans would be developed for these areas and these would be subject to a condition.

It is proposed that the young children's play area would be fenced to prevent children from running out into the road. This fencing would also separate young children from the watercourse proposed in that area. It is not intended that the other watercourses and waterbodies proposed on the estate would be fenced. A large waterbody has been created within the central village green area of the Cypress Point residential development in Lytham St. Annes and no incidents have occurred. A condition was previously attached to a permission to ensure that the watercourses, ponds and landscaped areas in general would be well maintained and this has been submitted and it is expected that children resident on the estate would learn how to live safely with these features as they have on existing roads around Marton Moss such as Midgeland Road and Division Lane.

CONCLUSION

The applicant is seeking to secure an approval of reserved matters before the end of March 2017 and hence the application is being brought to Committee to seek authority for delegation to the Head of Development Management to achieve this timescale. The Committee has previously approved 579 dwellings on a 16.4 hectares site (35 Dwellings per hectare). This proposal provides for 422 dwellings on a 15.4 hectares site (28 Dwellings per hectare) which is better from a residential amenity point of view, drainage point of view, traffic generation point of view and would balance making best use of the land with the character and appearance of the area.

The applicant has sought to create a distinctive housing estate characterised by a sustainable urban drainage system and associated landscape features. The properties would

vary in design and materials to create discernible neighbourhood areas. The proposal includes areas of public open space and a carefully considered planting and biodiversity enhancement plan. It is acknowledged that the success of the scheme would depend on diligent and robust management and it is proposed that a management company would be set up for that purpose. It is not anticipated that the development would lead to any detrimental impacts on road safety or local flood risk.

The reduced number of dwellings would not compromise the requirements of Policies CS13 and CS25 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 in terms of number and mix of dwellings and the proposed layout would be better in terms of the amenities of neighbouring residents - more spacious feel to the development, less properties accessed off Moss House Road.

As the period for neighbour comment has not expired the Committee is requested to delegate the issuing of the decision to the Head of Development Management subject to no new significant issues being raised and on the basis that the Head of Development Management will discuss any further comments received with the Chair of Planning Committee prior to issuing the decision. Members should be aware that issues of principle have already been covered through the approval of the outline application and hence cannot be considered as an objection to this approval of reserved matters application.

Given the following it is suggested that the Planning Committee resolve to grant the approval of reserved matters for 422 dwellings:

- the number is acceptable
- the layout is acceptable
- the housing mix is acceptable
- the design of the properties is acceptable
- the drainage solution has more on site storage for 157 fewer properties
- the amenities of local residents would be no worse and in a number of cases would be better than the 579 dwelling scheme
- the parking is acceptable
- the landscaping is acceptable
- the road layout is acceptable
- the applicant has responded to concerns raised by local residents

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

A Section 106 Legal Agreement to cover the provision of affordable housing, off-site highway works, education contributions and public open space provision was agreed at outline stage under application reference 09/0740. This is not a matter for consideration as part of the assessment of this approval of reserved matters application although the applicant has agreed to pay the sums for education (£2.43m), highways (£1.4m) and public open space (£236,000) agreed at outline stage and the revised affordable housing figure agreed by an Inspector in April 2014 (£5.07m).

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. This application is not considered to raise any human rights issues.

CRIME AND DISORDER ACT 1998

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

BACKGROUND PAPERS

Planning Application File(s) 09/0740 and reserved matters 13/0378 and 17/0095 which can be accessed via the link below:

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

Recommended Decision: Agree in principle and delegate approval to the Head of Development Management.

Conditions and Reasons

1. The development shall be carried out, except where modified by the conditions attached to this approval, in accordance with the approval of reserved matters application received by the Local Planning Authority including the following plans:

Location Plan stamped as received by the Council on 13 February 2017

Drawings numbered:

KD48/301, KD48/302, KD48/303, KD48/304, KD48/305, KD48/307, KD48/308, KD48/309, KD48/310, KD48/311, KD48/312, KD48/313, KD48/314, KD48/315, KD48/3016, KD48/317, KD48/318, KD48/319, KD48/320, KD48/321, KD48/322, KD48/323, KD48/324, KD48/325, KD48/326
LANDSCAPING -RE4108-01 Rev A to RE4108-06 Rev A (inclusive)

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

2. The materials to be used on the external elevations of the houses, apartments and shop/flat shall be as detailed on the submitted drawing/schedule.

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

3. The surfacing materials to be used as part of the development shall be as detailed on the submitted drawing/schedule.

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

4. a) The landscaping shall be provided as detailed on drawing numbers RE4108-01 Rev A to RE4108-06 Rev A (inclusive)

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 five years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason. To ensure the site is satisfactorily landscaped in the interests of visual amenity and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall with regards to Policy LQ6 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. Before the dwellings are first occupied walls and fences detailed on the submitted plans shall be provided and shall thereafter be retained.

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

6. Prior to the occupation of any phase of the development, a lighting strategy to include details of the appearance of any fixtures, illuminance levels and light spillage shall be submitted to and agreed in writing by the Local Planning Authority. The agreed lighting strategy for each phase of the development shall be implemented in full before any property of that phase is first occupied.

Reason: In the interests of the appearance of the locality, the safety and security of local residents, the biodiversity of the site and highway safety in accordance with Policies LQ1, LQ3, LQ6, BH3 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

7. The car parking provision including garages and driveways shown on drawing no.s KDL 48/301 and KD 48/302 to 305 (inclusive) shall be provided as part of the development and shall thereafter be retained.

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

8. The secure cycle storage provision shown on drawing KD 48/322 shall be provided as part of the development and shall thereafter be retained.

Reason: To enable access to and from the property by sustainable transport mode, in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016 and Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. The refuse storage provision shown on drawing KD 48/323 shall be provided as part of the development and shall thereafter be retained.

Reason: In the interests of the appearance of the locality and the residential amenity of occupants and neighbours, in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. No refuse shall be stored forward of the front building line of any property other than on the day of presentation for collection.

Reason: In the interests of the appearance of the locality and the residential amenity of occupants and neighbours, in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

11. Each house shall be provided with a 200 litre water butt which shall collect surface water from the main roof.

Reason: In order to minimise flood risk from surface water run off both on and off site in accordance with Policy NE10 of the Blackpool Local Plan 2001-2016.

12. The children's play area and perimeter fencing shown on drawing no.s KDL 48/301, KD 48/324 and KD 48/326 shall be provided as part of the development and shall thereafter be retained.

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

13. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) no walls or fences shall be erected, no areas of hard-standing shall be created, and no enlargement of the dwellings the subject of this permission shall be carried out without the written approval of the Local Planning Authority.

Reason: The erection of walls or fences without adequate mitigation features would compromise the biodiversity value of the site and reduce habitat connectivity; the provision of excessive or non-permeable areas of hard-standing would compromise the drainage strategy for the site; the installation of dormers would compromise the privacy of nearby neighbours; and the enlargement of dwellings would similarly have the potential to compromise privacy as well as increasing the developed area of the site to the detriment of the drainage system. This condition is therefore necessary in accordance with Policies LQ6, NE10 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

14. 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 and Policies CS7, CS12 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

15. 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 on the development shall not be used for any purpose which would preclude their use for the parking of motor cars.

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

16. No deliveries shall be made to the shop unit hereby approved outside of the hours of 07:00 to 19:00 Mondays to Fridays and 09:00 to 19:00 on Saturdays, Sundays and Bank Holidays.

Reason: In order to safeguard the residential amenities of the occupants of nearby properties in accordance with Policy BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

17. Before first occupation of any dwelling a scheme for the improvement of Moss House Road and Docky Pool Lane to include resurfacing, traffic calming, localised narrowing and access upgrades shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: In order to ensure safe and convenient access to and around the development for residents and visitors in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

18. Prior to occupation of any dwelling on any phase of the development, and notwithstanding the information provided, details of the communal refuse presentation points shall be submitted to and agreed in writing by the Local Planning Authority. These agreed communal refuse presentation points shall then be provided as part of each phase of the development before any property of that phase is first brought into use and shall thereafter be retained.

Reason: In the interests of the amenity of nearby neighbours and the appearance of the locality, in accordance with Policies BH3 and LQ1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027

19. The drainage scheme to serve the development as detailed on drawing no.s LE13235-103-B, 104B, 105A and 106A and KD 48 /307 shall be provided as part of the development and shall thereafter be maintained and retained.

Reason: In order to minimise flood risk from surface water run off both on and off site in accordance with Policy NE10 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.