

Blackpool Council

2 November 2018

To: Councillors D Coleman, Humphreys, Hutton, Jackson, O'Hara, Robertson BEM, Stansfield and L Williams

The above members are requested to attend the:

PLANNING COMMITTEE

Tuesday, 13 November 2018 at 6.00 pm
in Committee Room A, Town Hall, Blackpool FY1 1GB

A G E N D A

1 DECLARATIONS OF INTEREST

Members are asked to declare any interests in the items under consideration and in doing so state:

(1) the type of interest concerned either

- (a) personal interest
- (b) prejudicial interest
- (c) disclosable pecuniary interest (DPI)

and

(2) the nature of the interest concerned

If any member requires advice on declarations of interests, they are advised to contact the Head of Democratic Governance in advance of the meeting.

2 MINUTES OF THE MEETING HELD ON 16 OCTOBER 2018 (Pages 1 - 26)

To agree the minutes of the last meeting held on 16 October 2018 as a true and correct record.

3 PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED (Pages 27 - 28)

The Committee will be requested to note the planning/enforcement appeals lodged and determined.

4 PLANNING APPLICATIONS AND APPEALS PERFORMANCE (Pages 29 - 32)

To update the Planning Committee of the Council's performance in relation to Government targets.

5 GUIDANCE ON THE REPAIR AND ALTERATION OF LOCALLY LISTED BUILDINGS (Pages 33 - 56)

To seek formal adoption of the guidance on the repair and alteration of locally listed buildings ('Local List Guidance').

6 PLANNING APPLICATION 18/0384 - ANCHORSHOLME METHODIST CHURCH, NORTH DRIVE, BLACKPOOL (Pages 57 - 78)

The Committee will be requested to consider an application for planning permission, details of which are set out in the accompanying report.

7 DATE OF NEXT MEETING

To note the date of the next meeting as 11 December 2018.

Venue information:

First floor meeting room (lift available), accessible toilets (ground floor), no-smoking building.

Other information:

For queries regarding this agenda please contact Bernadette Jarvis, Senior Democratic Governance Adviser, Tel: (01253) 477212, e-mail bernadette.jarvis@blackpool.gov.uk

Copies of agendas and minutes of Council and committee meetings are available on the Council's website at www.blackpool.gov.uk.

Present:

Councillor L Williams (in the Chair)

Councillors

D Coleman
Humphreys

Hutton
Jackson

O'Hara
Robertson BEM

Stansfield

In Attendance:

Mr Keith Allen, Highways and Traffic Development and Control Officer

Mrs Lorraine Hurst, Head of Democratic Governance

Mrs Bernadette Jarvis, Senior Democratic Governance Adviser

Mr Gary Johnston, Head of Development Management

Mrs Clare Lord, Legal Officer

Ms Susan Parker, Senior Planner

Mr Mark Shaw, Principal Planning Officer

Also Present:

Councillor D Scott – observing only

1 DECLARATIONS OF INTEREST

Councillor D Coleman declared a prejudicial interest in Agenda Item 7 (Minute Item 7), Planning Application 18/0331 – St Kentigern's RC Primary School. The nature of the interest being that her husband was a governor at the school.

Councillor D Coleman also declared a prejudicial interest in Agenda Item 10 (Minute Item 12), Planning Application 18/0471 – Land to the Rear of Ma Kelly's, 44-46 Queens Promenade. The nature of the interest being that she was a personal friend of the owner of Ma Kelly's.

2 MINUTES OF THE MEETING HELD ON 18 SEPTEMBER 2018

The Committee considered the minutes of the last meeting held on 18 September 2018.

Resolved: That the minutes of the meeting held on 18 September 2018 be approved and signed by the Chairman as a correct record.

3 PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED

The Committee noted that an appeal by Cardtronics UK Ltd against the Council's decision to refuse planning permission for the retention of an ATM in the Dickson Road elevation of the shop-front was dismissed by the Planning Inspectorate.

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Resolved: To note the planning appeal determined.

4 PLANNING ENFORCEMENT UPDATE REPORT

The Committee considered a report detailing the planning enforcement activity undertaken within Blackpool during September 2018.

The report stated that 25 new cases had been registered for investigation, three cases had been resolved by negotiation without recourse to formal action and 15 cases were closed as there was either no breach of planning control found, no action was appropriate or it was not considered expedient to take action.

The report also provided comparative information for the same period last year.

Resolved: To note the outcome of the cases set out in the report and to support the actions of the Service Manager, Public Protection Department, in authorising the notices.

5 PLANNING APPLICATIONS AND APPEALS PERFORMANCE

Mr Johnston, Head of Development Management, presented the planning application and appeals performance report. The report detailed the performance against Government targets for September 2018 and the quarter period July to September 2018. It also detailed the annual performance against Government targets for 2017-18 and for the two year assessment period from October 2016 to September 2018. Mr Johnston was pleased to report that performance for the assessment period was significantly above the Government targets for both major and minor applications. In terms of appeals, Mr Johnston reported that two appeals had been lodged and both subsequently dismissed during the quarter period July to September 2018.

Resolved: To note the report.

6 REVISED MEMBER AND OFFICER PROTOCOL AND REVISIONS TO THE PUBLIC SPEAKING PROCEDURE FOR PLANNING

Mrs Hurst, Head of Democratic Governance, advised Members that Council at its last meeting had referred the revised draft Member and Officer Protocol back to Committee for further consideration. She reminded Members that the revised draft Protocol and changes to public speaking procedures had arisen from a workshop session held with the Committee in March 2018 to consider recommendations from the planning peer review.

Mrs Hurst referred to the recommendations in the report that suggested no changes proposed to the recommendation of the Planning Committee on 14 August 2018 for an increase in the time period allowed for public representations from five to seven minutes for objectors and applicants. However, in respect of the ward councillor representations, the recommendation asked the Committee to consider whether it wished to amend the time period allowed to seven minutes to provide parity between councillors and members of the public or leave it as unlimited.

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The Committee discussed the recommendations and Members were satisfied with the proposed increase in time limit for public speakers. Further discussions were held during which Members aired differing views on the appropriate time limit for ward councillor representations, acknowledging the need to enable sufficient time for representations to be made without restricting necessary debate balanced with the need for the representations to be concise.

Resolved:

1. To recommend Council to approve as part of the Council's constitution the revised Member and Officer Protocol for Planning.
2. To recommend to Council that the time period allowed for public representations be increased from five to seven minutes for objectors and applicants.
3. To recommend to Council a time period of seven minutes for each ward councillor who applies to speak.

(Prior to the consideration of the planning applications the Chairman advised the Committee of a change to the order in which the applications would be considered.)

7 PLANNING APPLICATION 18/0331 ST KENTIGERNS RC PRIMARY SCHOOL, NEWTON DRIVE, BLACKPOOL

(Councillor D Coleman, having declared a prejudicial interest, left the room and took no part in the consideration or voting upon the application.)

The Committee considered planning application 18/0331 seeking planning permission for the erection of decking and external play area to first floor level enclosed by a 3 metre high fencing with staircase enclosure at St Kentigern's Catholic Primary School, Newton Drive.

Mr Johnston, Head of Development Management, provided the Committee with an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. He reminded the Committee that it had agreed to defer the application from the previous meeting to allow the opportunity for further discussions to take place between the applicant and objectors. Members were referred to the Update Note that included an additional letter of representation from a public objector. Mr Johnston also referred to the additional information received from the applicant and appended to the report, namely a statement from the headteacher, a noise assessment that concluded that the noise level would not be detrimental to the amenity of the surrounding residents and a justification statement that included detailed explanations as to why three alternative locations for the play deck had been discounted.

Mr Johnston went on to report on the outcome of a mediation meeting that had taken place on 15 October 2018. A further condition requiring the approval of a Construction Management Plan had been agreed by the applicant. An amendment to Condition 4 relating to the acoustic barrier had also been suggested to add the requirement to

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replace any dead or diseased trees/shrubs within the first five years of planting. A potential opportunity to condition a reduction in height of the perimeter fencing was also suggested. Mr Johnston concluded by referring to the balance between the benefits for schoolchildren and protecting the amenity of neighbours. In his view, the harm to the amenities would be mitigated by the hours of use, the materials used for the fencing and the green acoustic barrier.

Mr Holmes, public objector, spoke against the application. His main objections related to the unsuitability of the development and its visual impact and increased noise levels. He also considered that there had been insufficient exploration of alternative options and questioned the comparative data for other schools and the social benefit that had formed a key part of the officer's recommendation to grant permission.

Mr Oram, the Applicant's Agent, spoke in support of the application. He referred to the consultant's noise assessment report that concluded that the noise level would not be excessive and presented his view that there would be no impact on loss of privacy or loss of light from the proposed development and minimal impact in terms of visibility. Mrs Wygladala, headteacher, reported on the benefits of the scheme in terms of improving the physical and emotional wellbeing of the schoolchildren. She referred to the tight funding timescales that had restricted the ability for consultation.

The Committee considered the application and raised a number of questions regarding potential alternative options for the location of the play deck and the quality of materials. Mr Johnston reported on the reasons for his view that the current proposed location was the only viable option and the acceptability of the proposed materials.

The Committee considered the concerns raised by the objectors but also recognised the benefits of the proposal for the schoolchildren. It also noted the additional and amended conditions that could be attached to the planning permission if granted which would mitigate the impact on the amenity of the residents of neighbouring properties.

Resolved: That the application be approved, subject to the conditions and for the reasons set out in the appendix to the minutes. The conditions to also include:

1. An additional condition requiring the approval of a Construction Management Plan prior to commencement of the development.
2. An amendment to Condition 4 requiring the replacement of dead or diseased trees/shrubs within five years of planting.
3. The requirement of an agreement between the applicant and the planning officers as to the height, type and colour of the fencing around the perimeter of the play deck before the development is brought into use and the agreed fencing being retained thereafter.

Background papers: Applications, plans and replies to consultations on the application.

8 PLANNING APPLICATION 18/0410 LAND ADJACENT TO 71 MOSS HOUSE ROAD, BLACKPOOL

The Committee considered planning application 18/0385 that sought outline planning permission for the erection of 14 detached dwelling houses with access from Moss House Road on land adjacent to Moss House Road.

Ms Parker, Senior Planning Officer, provided the Committee with an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. She advised the Committee that the proposal represented a reduction in housing numbers from that approved under the wider Kensington Development Scheme and that there was currently no policy in place that specified density limit requirements. She referred to the objections that had been received that raised concerns as to the suitability of Moss House Road as an access road and the impact of the proposed development on highway safety. She referred Members to the Head of Highways and Traffic Management's comments that had raised no objections, subject to relevant highway improvement works.

Mr Oram, the Applicant's Agent, spoke in support of the application and confirmed that the applicant was the owner of the land. He highlighted that the land currently had permission for a greater number of houses than that proposed by this application and reported on amendments made to the scheme in terms of the density of the proposed units. He also referred to the accessibility of the location in terms of local amenities and transport links.

The Committee considered the application and raised concerns regarding the suitability of Moss House Road as an access road in terms of increased traffic. It acknowledged that previous planning permission had been given for the location but also noted that the application had only required part access from Moss House Road. Mr Allen, Highways and Traffic Development and Control Officer, in response to questions from the Committee, reported his view that the proposal was not considered materially different to the masterplan developed for the wider Kensington development. In response to concerns raised regarding the potential for a precedent being set for future housing developments, Ms Parker confirmed that the cumulative impact on Moss House Road would be considered for any future applications in the location and the need for each application to be determined on its merits.

The Committee noted the potential for the development of significantly more houses due to the planning permission previously granted for the Kensington Road development scheme. The Committee also noted that the proposed development was located in a Flood Zone 1 area and that concerns regarding flood risks could be mitigated through conditions attached to planning permission if granted. It also noted that the Head of Highways and Traffic Management had raised no objection to the proposal, subject to an appropriate condition. Members acknowledged the concerns regarding the proposal but did not consider there was sufficient justification to warrant refusal of the application.

Resolved: That the application be approved, subject to the conditions and for the reasons set out in the appendix to the minutes.

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Background papers: Applications, plans and replies to consultations on the application.

(Councillor D Coleman left the room following consideration of the above item and took no further part in the meeting.)

9 PLANNING APPLICATION 18/0589 64 PRESTON OLD ROAD, BLACKPOOL

The Committee considered planning application 18/0589 seeking outline planning permission for the erection of a dwelling-house with associated parking provision and vehicular access from Crosby Grove (outline application seeking to agree the matters of access, layout and scale) at 64 Preston Old Road.

Ms Parker, Senior Planning Officer, provided an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. She advised the Committee that the current application was a re-submission of a previous application that had been refused planning permission in July 2018. She referred Members to the letters of support detailed in the Update Note and advised of a further letter of support that had been received after publication of the Update Note. Ms Parker reported on the amendments made to the application since it had been refused permission which included the removal of a garage to the rear of the property and the separation of the land to provide two driveways to serve the existing and new property. She referred to the increased parking provision of two spaces per property which was considered acceptable and highlighted that the Head of Highways and Traffic Management had raised no objections to the amended proposal. She concluded by stating her view that the amended proposal addressed all the issues previously raised by Committee.

Mrs Sexton, public objector, spoke against the application. Her main concerns were the increased parking on Crosby Grove, impact on health and the adverse impact of the proposed development on the character of the area.

Mr Shepherd, Applicant, spoke in support of the application. He referred to the previous reasons for refusal and reported on the amendments made to the scheme to address the Committee's previous concerns. He reported his view of the benefits of the scheme in terms of meeting the Council's housing stock requirement and referred to the lack of objection from Head of Highways and Traffic Management and the letters of support received.

Resolved: That the application be approved, subject to the conditions and for the reasons set out in the appendix to the minutes.

Background papers: Applications, plans and replies to consultations on the application.

10 PLANNING APPLICATION 18/0599 502 DEVONSHIRE ROAD, BLACKPOOL

The Committee considered planning application 18/0599 seeking planning permission for the erection of single storey rear extensions to form orangery and six bedrooms and

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internal alterations to increase overall number of bedrooms from 17 to 25(amendment to orangery approved under planning permission 17/0406) at 502 Devonshire Road.

Mr Johnston, Head of Development Management, provided the Committee with an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. He referred to previous planning permission for extensions to the care home that had been granted by the Committee at its meeting in March 2018. The current application represented an amendment to the approved extensions to enlarge the orangery element by the addition of a 4.5 metres deep by 3 metres wide by 2.7 metres high projection towards 504 Devonshire Road. Mr Johnston referred to the Update Note that provided amendments to the officer's report in that the inset distances from the boundary of 504 Devonshire Road were 0.92 metres and 1.20 metres.

Mr McGauley, public objector, spoke against the application. His main objections related to the size and proximity of the proposed development to the boundary of his property.

Mr McLoughney, Applicant, spoke in support of the application. He reported his reasons for requiring the development in terms of the benefit for residents. He referred to several amendments to the plans following consultation with planning officers.

The Committee considered the application and raised concerns that development had already commenced prior to planning permission being granted. Mr Johnston clarified that the only construction that had taken place was in relation to the foundations which could be retained as a patio in the event that planning permission was refused.

The Committee considered that proposed development would have a detrimental impact on the amenity of the residents of the neighbouring property due to its size and proximity to the boundary.

Resolved: That the application be refused for the reasons set out in the Appendix in the minutes.

Background papers: Applications, plans and replies to consultations on the application.

11 PLANNING APPLICATION 18/0385 150 HARCOURT ROAD, BLACKPOOL

The Committee considered planning application 18/0385 seeking planning permission for the erection of two detached dwellinghouses including car parking and landscaping with vehicle turning area and vehicle access between 125 and 127 Powell Avenue following demolition of existing garage at 150 Harcourt Road.

Mr Shaw, Principal Planning Officer, provided the Committee with an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. He advised Members that the application was a re-submission of a previous application that had been refused by the Committee in July 2017 and subsequently dismissed on appeal in March 2018. He reported on the main amendments to the application which included the scaling down of the properties to two single storey bungalows thereby reducing the additional traffic flows and the provision of two car

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parking spaces for each property within the curtilage. Mr Shaw acknowledged that the width of the access road to the site could only accommodate one vehicle travelling in either direction.

Mr Shaw referred Members to paragraphs 9 and 10 of Planning Inspectorate Appeal Decision Letter attached to the Update Note that indicated the Inspector's view that the drag distance for refuse bins and access for emergency vehicles were acceptable.

In response to questions from the Committee, Mr Allen, Highways and Traffic Development and Control Officer, referred to the Head of Highways and Traffic Management's comments in the report that the proposed shared driveway was in accordance with the Council standards in terms of width, however it was acknowledged that there were no guidelines regarding the length of a shared driveway. He referred to the Planning Inspector's concerns regarding the effect on the amenity of residents immediately adjacent to the access and reported on amendments that went part way to addressing those concerns.

The Committee considered the application and raised concerns in terms of highway and pedestrian safety due to the width of the access road and the shared driveway. The Committee also considered that the proposed development would have a detrimental impact on the amenity of the occupants of the neighbouring properties in view of the size of the development and its proximity to nearby properties.

Resolved: That the application be refused for the reasons set out in the Appendix in the minutes.

Background papers: Applications, plans and replies to consultations on the application.

12 PLANNING APPLICATION 18/0471 LAND TO THE REAR OF MA KELLY'S SHOWBOAT, 44-46 QUEENS PROMENADE

The Committee considered planning application 18/0471 seeking planning permission for the erection of a part four/ part five storey building of 30 apartments plus basement with associated access and egress from Knowle Avenue, car parking for 25 vehicles, turning area, landscaping and boundary treatment, and provision of revised access and car parking layout to Ma Kelly's Showboat.

Mr Shaw, Principal Planning Officer, provided the Committee with an overview of the application and presented an aerial view of the site, site location, layout and elevational plans. He reported that whilst there was no objection in principle to residential development in the location, in his view there were issues with the size, height, scale and design of the proposed development. He referred Members to comments in the report from the Service Manager Public Protection that raised further issues in terms of the impact on future occupiers of the homes from their proximity to Ma Kelly's Showboat. Mr Shaw raised further issues relating to insufficient parking provision, notwithstanding the sustainable location of the proposed development.

Resolved: That the application be refused for the reasons set out in the Appendix in the minutes.

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Background papers: Applications, plans and replies to consultations on the application.

Chairman

(The meeting ended 8.25 pm)

Any queries regarding these minutes, please contact:
Bernadette Jarvis Senior Democratic Governance Adviser
Tel: (01253) 477212
E-mail: bernadette.jarvis@blackpool.gov.uk

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7 Application Number 18/0331 - St Kentigerns RC Primary School, Newton Drive, Blackpool

Erection of decking and external play area to first floor level enclosed by 3 metre high fencing with staircase enclosure.

Decision: Grant

Conditions and Reasons:

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

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

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

Location plan received by the Council on 17/05/2018; drawing no.s 118-02 Rev A, 118-06 Rev A, 118-07, 118-08 and 118-10.

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

3. The use of the playdeck shall not operate outside the hours of:

10.40 am - 11.00 am

12.00 noon - 12.20 pm

12.50 pm - 1.10 pm

Mondays to Fridays and not at all on Saturdays or Sundays.

Reason: To safeguard the living conditions of the occupants of nearby residential premises, 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.

4. Before the playdeck is first used details of the 2 metres high green acoustic barrier to the rear and side boundaries of the playdeck shall be submitted to and approved by the Local Planning Authority. The green acoustic barrier shall be provided before the playdeck is first used and shall thereafter be retained.

Any trees, shrubs or plants 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 by trees, shrubs or plants of a similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

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 and to safeguard the living conditions of the occupants of nearby residential premises, 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.

5. Within six months from the date of this permission, obscure film shall be fitted to the three rooflights in the building immediately to the west of the playdeck, such that occupants of the room behind cannot look out, and the film shall thereafter be retained.

Reason: To safeguard the living conditions of the occupants of nearby residential premises, 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.

6. 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
- privacy arrangements for the residents of Bryan Road whilst the playdeck is being constructed

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

7. Notwithstanding the description of the development prior to being erected the height, type and colour of the fencing around the perimeter of the playdeck shall be submitted to and approved by the Local Planning Authority. The approved fencing shall be erected before the playdeck is first brought into use and it shall be retained at the approved height.

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

8 Application Number 18/0410 - Land adjacent to 71 Moss House Road, Blackpool

Outline application for the erection of 14 detached dwelling houses with access from Moss House Road.

Decision: Grant

Conditions and Reasons:

1. i. Approval of the following details (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority:
 - Appearance
 - 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. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans:

Proposed site plan ref. 173-02 Rev A

Proposed streetscene drawing ref. 173-03 Rev A

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

3. The development authorised by this permission shall not begin until the Local Planning Authority has approved a scheme to secure the provision of or improvements to off site open space together with a mechanism for delivery, in accordance with Policy BH10 of the Blackpool Local Plan 2011-2016 and Supplementary Planning Guidance Note 11 "Open Space Provision for New Residential Development"(SPG11).

Reason: To ensure sufficient provision of or to provide sufficient improvements to open space to serve the dwellings in accordance with Policy BH10 of the Blackpool Local Plan 2011-2016 and Supplementary Planning Guidance Note 11 "Open Space Provision for New Residential Development"(SPG11).

NOTE – The development is of a scale to warrant a contribution of £16,856 towards the provision of or improvement to offsite open space and management of the open space provision, in accordance with Policy BH10 of the Blackpool Local Plan 2001-2016 and SPG11 . The Applicant(s) should contact the Council to arrange payment of the contribution.

4. Prior to or concurrent with the submission of a reserved matters application, details of the internal layouts of the properties hereby approved shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: Although this application seeks to agree the matter of layout, these details have not been submitted as part of this application. These details are required in order to ensure that the properties proposed offer an acceptable standard of residential amenity for future occupants in accordance with the provisions of Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

5. No development shall be commenced until a detailed scheme of highway works has been submitted to and agreed in writing by the Local Planning Authority. For the purpose of this condition, this scheme of highway works shall include the following:

- provision of a site access including adequate visibility splay
- widening of Moss House Road
- provision of public footpath across the frontage of the site to join into those existing
- provision or relocation of streetlighting columns
- provision of any necessary highway marking
- full details of the sub-surface construction and surfacing of the access and internal estate road (including demonstration that the road structure and surface would be adequate to support the loading of a refuse wagon or fire appliance).

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

6. (a) No works shall commence on site until the site access agreed pursuant to condition 5 attached to this permission has been provided up to base course level in full accordance with the agreed details;

(b) No construction works on the houses or garages hereby approved shall commence until the internal estate road agreed pursuant to condition 5 attached to this permission has been provided up to base course level in full accordance with the

agreed details;

(c) No property hereby approved shall be occupied until the access and estate road agreed pursuant to condition 5 attached to this permission has been finished in full and in full accordance with the agreed details.

Reason: In the interests of the amenities of residents and in order to ensure that safe and satisfactory access exists to the properties during the lifetime of the development in accordance with the provisions of Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies BH3 and AS1 of the Blackpool Local Plan 2001-2016.

7. No property hereby approved shall be occupied until a plan for the lifetime management and maintenance of the estate road has been submitted to and agreed in writing by the Local Planning Authority. The development shall thereafter be operated in accordance with this agreed plan at all times when any of the properties hereby approved are occupied. For the purpose of this condition, as the estate road is not to be adopted by the Council as Local Highway Authority, it is recommended that a designated management company be established.

Reason: In the interests of the amenities of residents and in order to ensure that safe and satisfactory access exists to the properties during the lifetime of the development in accordance with the provisions of Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies BH3 and AS1 of the Blackpool Local Plan 2001-2016.

8. 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
 - measures to avoid contamination of any ground or surface water bodies
 - measures to encourage appropriate 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 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution in accordance with Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. (a) Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority.

(b) The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. No surface water shall discharge to the public sewer system either directly or indirectly. For the purpose of this condition the drainage scheme shall include the following:

- (i) Details of flood levels in AOD;
- (ii) Site investigation and test results to confirm infiltrations rates;
- (iii) A demonstration that the surface water run-off would not exceed the existing greenfield rate including provision of temporary storage facilities and methods to delay and control discharge rates as required;
- (iii) Measures to safeguard water quality;
- (iv) Flood water exceedance routes, both on and off site;
- (v) A demonstration that allowance has been made for climate change

(c) The scheme shall be implemented in full and in full accordance with the approved details before any part of the properties hereby approved are first occupied.

Reason: To promote sustainable development, secure proper drainage of surface water and to manage the risk of flooding and pollution in accordance with the provisions of the NPPF and NPPG and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

11. Prior to occupation of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:

Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management company; and

Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan.

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

12. (a) Prior to the commencement of development, a desk top study into the potential for land contamination on the site shall be submitted to and agreed in writing by the Local Planning Authority.

(b) In the event that potential for land contamination is identified through the desktop study required pursuant to section (a) of this condition, a scheme of site investigation shall be submitted to and agreed in writing by the Local Planning Authority, this agreed scheme shall be carried out in full accordance with the approved details, and a report of the findings shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any development on site.

(c) In the event that remediation works are identified as being necessary through site investigation report required pursuant to section (b) of this condition, a scheme of remediation shall be submitted to and agreed in writing by the Local Planning Authority, this agreed scheme shall be carried out in full accordance with the approved details, and a validation report verifying the remediation shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any development on site.

Reason: In order to safeguard future occupants of the site from potential land contamination in accordance with the provisions of paragraph 178 of the NPPF and Policy BH4 of the Blackpool Local Plan 2001-2016.

13. No trees shall be felled or vegetation cleared during the main bird nesting season (March to July inclusive) unless the absence of nesting birds has first been established by a suitably qualified and experienced ecologist and agreed in writing by the Local Planning Authority.

Reason: In the interests of safeguarding biodiversity in accordance with the provisions of paragraph 175 of the NPPF and and Policy CS6 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

14. Prior to or concurrent with the submission of a reserved matters application the following shall be submitted to and agreed in writing by the Local Planning Authority;

- (a) a tree protection plan showing those trees and hedgerows to be retained on site and measures to protect those trees and hedgerows during site preparation and construction;
- (b) a scheme of ecological enhancement to include:
 - (i) provision of bat and bird boxes;
 - (ii) provision for small mammal movement across the site;
 - (iii) a landscaping scheme to include the retention of existing vegetation where

possible and bolstering of trees and hedgerows with native species.

Reason: Although landscaping is reserved as a matter for later consideration, the impact of the proposal on biodiversity must be considered at this stage. The measures required above are necessary in order to safeguard and enhance biodiversity on the site in accordance with the provisions of paragraph 175 of the NPPF and Policies NE6 and NE7 of the Blackpool Local Plan 2001-2016.

15. (a) No unit hereby approved shall be occupied until a scheme for the provision of street lighting has been submitted to and agreed in writing by the Local Planning Authority. This scheme shall include:

- the positions of the lighting columns
- details of the appearance of the lighting columns including width and height
- technical specification of the lamp/light source
- lux plan to show areas of light spill from each column to demonstrate degree of light coverage across the site

(b) No unit hereby approved shall be occupied until the scheme agreed pursuant to part (a) of this condition has been implemented in full and in full accordance with the agreed details. This agreed scheme shall thereafter be retained and maintained as such.

Reason: In the interests of the appearance of the site, highway safety and the safety and security of residents in accordance with the provisions of the NPPF, Policy CS7 of the Core Strategy 2012-2027, and Policies LQ1, BH3 and AS1 of the Local Plan 2001-2016.

16. Notwithstanding the definition of development set out in the Town and Country Planning Act (1990) as amended and/or the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order):

- no enlargement of the houses hereby permitted shall be carried out without the prior written approval of the Local Planning Authority;
- the garages hereby approved shall be available for use for the storage of private cars ancillary to the main occupation of the house to which they relate at all times.

Reason: To safeguard the living conditions of the occupants of nearby residential properties and to ensure that adequate parking provision exists to meet the needs of residents in the interests of highway safety and public amenity, in accordance with Policies BH3 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

17. 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.

18. The housing mix to be provided on site shall be as specified on proposed site plan reference. 173-02 Rev A unless otherwise first submitted to and agreed in writing by the Local Planning Authority either prior to or concurrent with the submission of a reserved matters application for the scheme hereby approved.

Reason: In order to ensure that an appropriate mix of house sizes is provided on site to meet the identified housing requirements of the area in accordance with the provisions of Policy CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9 Application Number 18/0589 - 64 Preston Old Road, Blackpool

Erection of a dwelling-house with associated parking provision and vehicular access from Crosby Grove (outline application seeking to agree the matters of access, layout and scale).

Decision: Grant

Conditions and Reasons:

1.
 - i. Approval of the following details (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority:
 - Appearance
 - 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. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by

the Local Planning Authority including the location plan and site plans drawing ref. 1556/01 Rev B dated Aug 2018. The development shall thereafter be retained and maintained in accordance with these agreed details.

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

3. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution, in accordance with the provisions of paragraph 155 of the NPPF and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. (a) Prior to the commencement of development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority.
(b) The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. No surface water shall discharge to the public sewer system either directly or indirectly. For the purpose of this condition the drainage scheme shall include the following:

- (i) Details of flood levels in AOD;
- (ii) Site investigation and test results to confirm infiltrations rates;
- (iii) A demonstration that the surface water run-off would not exceed the existing greenfield rate including provision of temporary storage facilities and methods to delay and control discharge rates as required;
- (iii) Measures to safeguard water quality;
- (iv) Flood water exceedance routes, both on and off site;
- (v) A demonstration that allowance has been made for climate change

(c) The scheme shall be implemented in full and in full accordance with the approved details before any part of the properties hereby approved are first occupied.

Reason: To promote sustainable development, secure proper drainage of surface water and to manage the risk of flooding and pollution in accordance with the provisions of the NPPF and NPPG and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. No development shall commence until details of an appropriate management and maintenance plan for the sustainable drainage system for the lifetime of the development have been submitted to and agreed in writing by the Local Planning Authority which, as a minimum, shall include:

a) The arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a Residents' Management Company

b) Arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as:

i. on-going inspections relating to performance and asset condition assessments
ii. operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime;

c) Means of access for maintenance and easements where applicable.

The plan shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the sustainable drainage system shall be managed and maintained in accordance with the approved details.

Reason: In order to ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development, to reduce the flood risk to the development as a result of inadequate maintenance, and to identify the responsible organisation/body/company/undertaker for the sustainable drainage system, in accordance with the provisions of paragraph 163 of the NPPF and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

6. No development shall be commenced until:

(a) a scheme of site investigation in respect of potential land contamination has been submitted to and agreed in writing by the Local Planning Authority;

(b) the scheme of investigation agreed pursuant to part (a) of this condition has been carried out in full and in full accordance with the approved details;

(c) a report of the results of the site investigation has been submitted to and agreed in writing by the Local Planning Authority;

(d) In the event that the report required pursuant to part (c) of this condition reveals that remediation measures are necessary, a scheme for decontamination of the site has been submitted to and agreed in writing by the Local Planning Authority;

(e) any remediation agreed pursuant to part (d) of this condition has been carried out in full and in full accordance with the approved details and a validation report submitted to and agreed in writing by 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 and Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

7. No construction or other works pursuant to the development hereby approved shall take place outside of the hours of 0800-1800 Mondays to Fridays (excluding bank holidays) and 0900-1300 on Saturdays.

Reason: To safeguard the living conditions of the occupants of nearby residential premises, 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.

8. (i) Notwithstanding the definition of development as set out at section 55 of the Town and Country Planning Act 1990 (as amended) or the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) no development or works shall take place that would preclude the use of the driveways shown on plan reference 1556/01 Rev B for the parking of motor vehicles in association with the houses fronting Preston Old Road to which they relate.

Reason: In order to ensure that the properties fronting Preston Old Road would benefit from an adequate level of off-street car parking in the interests of highway safety, the appearance of the site and locality and neighbour amenity, in accordance with Policies AS1, LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. Prior to or concurrent with the submission of a reserved matters application, details of the internal layout of the property shall be submitted to and agreed in writing by the Local Planning Authority. The development shall then proceed in full accordance with these approved details and shall thereafter be retained and maintained as such.

Reason: In order for the Local Planning Authority to retain control over the layout of the property in the interests of safeguarding the residential amenity of future occupants and neighbours in accordance with the provisions of Policy BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. (a) The clear-glazed first-floor window towards the front of the eastern elevation of No. 64 Preston Old Road shall at no time serve a habitable room. For the purpose of this condition, a habitable room shall be taken to mean a lounge, a dining room, a kitchen or a bedroom.

(b) The three obscure-glazed windows at ground and first floor levels in the eastern elevation of No. 64 Preston Old Road shall at all times be obscure glazed to a level of 5 where 1 is entirely transparent and 1 is entirely opaque.

Reason: In order to safeguard the privacy and thereby the residential amenities of the occupants of the existing property and that proposed in accordance with the provisions of paragraph 127 of the NPPF, Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy (2012-2027) and saved Policy BH3 of the Blackpool Local Plan (2001-2016).

11. Prior to the commencement of construction of the house and/or garage hereby approved, a scheme for ecological enhancement to include the provision of bird and bat boxes and native tree and shrub planting shall be submitted to and agreed in writing by the Local Planning Authority. The development shall then proceed in full accordance with this approved scheme which shall be implemented in full prior to first occupation.

Reason: In order to enhance biodiversity on the site in accordance with the requirements of paragraph 175 of the NPPF and Policy CS6 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

12. Prior to the property hereby approved being first occupied;
 - (a) a scheme for the provision of continuous pavement across the front of the development along Preston Old Road shall be submitted to and agreed in writing by the Local Planning Authority and
 - (b) this scheme shall be implemented in full and in full accordance with the approved details.

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

10 Application Number 18/0599 - 502 Devonshire Road, Blackpool

Erection of single storey rear extensions to form orangery and six bedrooms and internal alterations to increase overall number of bedrooms from 17 to 25 (amendment to orangery approved under planning permission 17/0406).

Decision: Refuse

Reasons:

1. The proposed extension by reason of its projection, height and proximity to the boundary with no 504 Devonshire Road coupled with the cumulative impact of this proposal with other extensions at the home would have a detrimental impact on the amenities of the occupiers of no 504 Devonshire Road. As such the proposed extension would be contrary to paragraph 127 of the National Planning Policy Framework, Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies LQ14 and BH3 of the Blackpool Local Plan 2001-2016.
2. ARTICLE 35 STATEMENT (NATIONAL PLANNING POLICY FRAMEWORK paragraph 38) The Local Planning Authority has sought to secure a sustainable development that would improve the economic, social and environmental conditions of Blackpool but in this case there are considered factors which conflict with the National Planning Policy Framework and policies of the Blackpool Local Plan Part 1 : Core Strategy 2012-2027 and the Blackpool Local Plan 2001-2016, which justify refusal.

11 Application Number 18/0385 - 150 Harcourt Road, Blackpool

Erection of two detached dwellinghouses including car parking and landscaping with vehicle turning area and vehicle access between 125 and 127 Powell Avenue following demolition of existing garage.

Decision: Refuse

Reasons:

1. The means of access to the proposed development would be significantly detrimental to highway and pedestrian safety by virtue of its length, inadequate width and the fact it would be a shared surface. In addition because of the length of the narrow access and space within the site it would not allow for adequate refuse storage/collection provision. As such the proposal would be contrary to Policy AS1 of the Blackpool Local Plan 2001 - 2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Paragraphs 108, 109 and 127 of the National Planning Policy Framework.
2. The proposed dwellings constitute unsatisfactory back land development with poor levels of residential amenity in terms of lack of a street frontage and poor outlook and would have a significantly detrimental impact on the residential amenities of the adjoining occupants to the site and future occupants of the two bungalows by virtue of their footprint, scale, close proximity to the common boundaries, fenestration, cramped and overly dense layout which would result in an overbearing impact, overlooking, visual intrusion, loss of natural light and loss of outlook. The proposal would therefore be contrary to Policies LQ1, LQ2, LQ3, LQ4 and BH3 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS12 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Paragraph 127 of the National Planning Policy Framework.
3. ARTICLE 35 STATEMENT (NATIONAL PLANNING POLICY FRAMEWORK paragraph 38)
The Local Planning Authority has sought to secure a sustainable development that would improve the economic, social and environmental conditions of Blackpool but in this case there are considered factors which conflict with the National Planning Policy Framework and policies of the Blackpool Local Plan Part 1 : Core Strategy 2012-2027 and the Blackpool Local Plan 2001-2016, which justify refusal.

12 Application Number 18/0471 - Land to the rear of Ma Kelly's Showboat, 44-46 Queens Promenade, Blackpool

Erection of a part four/ part five storey building of 30 apartments plus basement with associated access and egress from Knowle Avenue, car parking for 25 vehicles, turning area, landscaping and boundary treatment, and provision of revised access and car parking layout to Ma Kelly's Showboat.

Decision: Refuse

Reasons:

1. The proposal would result in an incongruous and visually intrusive addition to the Knowle Avenue streetscene and would be detrimental to the character of the street and of the surrounding area due to the size of the proposed apartment block, including its height and width and depth, its close proximity to two of the site boundaries and its cramped appearance, the intended materials palette, and the lack of space, including amenity space, around the building. As such, the proposal would be contrary to paragraph 127 of the National Planning Policy Framework, Policies CS7, CS12 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies LQ2 and LQ4 of the Blackpool Local Plan 2001-2016.
2. The proposal would have an unacceptable impact on the future residential amenities of the apartments by virtue of the close proximity to the adjacent Ma Kelly's Showboat and the access arrangements, car parking, collection and pick up point, rear smoking area and late night opening and the levels of activity and entertainment associated with Ma Kelly's. As such it would be contrary to paragraphs 127 and 182 of the National Planning Policy Framework, Policies BH3 and BH4 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.
3. The proposed development provides insufficient and unsatisfactory car parking facilities and vehicular access points for both the proposed apartment block and the adjacent Ma Kelly's Showboat and would therefore result in on-street parking and additional congestion in the surrounding area to the detriment of pedestrian and highway safety and the residential amenities of adjoining residents. As such it would be contrary to paragraph 109 of the National Planning Policy Framework, Policies AS1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.
4. The proposal would have an unacceptable impact on the residential amenities of occupants of properties on Northumberland Avenue with respect to overlooking, loss of privacy, an overbearing impact and visual intrusion by virtue of the close proximity of the building to its rear boundary, its height and layout and fenestration detailing. As such it would be contrary to paragraph 127 of the National Planning Policy Framework, Policy BH3 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS13 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. ARTICLE 35 STATEMENT (NATIONAL PLANNING POLICY FRAMEWORK paragraph 38)
The Local Planning Authority has sought to secure a sustainable development that would improve the economic, social and environmental conditions of Blackpool but in this case there are considered factors which conflict with the National Planning Policy Framework and policies of the Blackpool Local Plan Part 1 : Core Strategy 2012-2027 and the Blackpool Local Plan 2001-2016, which justify refusal.

Report to:	PLANNING COMMITTEE
Relevant Officer:	Gary Johnston, Head of Development Management
Date of Meeting:	13 November 2018

PLANNING/ENFORCEMENT APPEALS LODGED AND DETERMINED

1.0 Purpose of the report:

1.1 The Committee is requested to note the planning and enforcement appeals lodged and determined.

2.0 Recommendation(s):

2.1 To note the report.

3.0 Reasons for recommendation(s):

3.1 To provide the Committee with a summary of planning appeals for information.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

3.4 None, the report is for information only.

4.0 Council Priority:

4.1 The relevant Council Priority is 'The Economy: maximising growth and opportunity across Blackpool'.

5.0 Background Information

5.1 Planning/Enforcement Appeals Lodged

5.2 An appeal has been lodged by Mr S Steele against the decision of the Council to refuse

planning permission for the erection of one dwelling on land to the rear of 5 Aylesbury Avenue, Blackpool (planning application reference 18/0226).

5.3 Planning/Enforcement Appeals Determined

5.3.1 None

5.4 Does the information submitted include any exempt information? No

5.5 List of Appendices:

5.6 None.

6.0 Legal considerations:

6.1 None

7.0 Human Resources considerations:

7.1 None

8.0 Equalities considerations:

8.1 None

9.0 Financial considerations:

9.1 None

10.0 Risk management considerations:

10.1 None

11.0 Ethical considerations:

11.1 None

12.0 Internal/ External Consultation undertaken:

12.1 None

13.0 Background papers:

13.1 None

Report to:	PLANNING COMMITTEE
Relevant Officer :	Gary Johnston - Head of Development Management
Date of Meeting:	13 November 2018

PLANNING APPLICATIONS AND APPEALS PERFORMANCE

1.0 Purpose of the report:

1.1 To update members of Planning Committee of the Council's performance in relation to Government targets.

2.0 Recommendation(s):

2.1 To note the report.

3.0 Reasons for recommendation(s):

3.1 To provide the Committee with a summary of current performance.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

None, the report is for information only.

4.0 Council Priority:

4.1 The relevant Council Priority is both:

- "The economy: Maximising growth and opportunity across Blackpool"
- "Communities: Creating stronger communities and increasing resilience"

5.0 Background Information

5.1 Members of the Planning Committee will be aware that the Government has set targets for the determination of major and minor category planning applications and major and minor category appeals. These are speed and quality of decision targets and are currently –

Speed of major development decisions – 60% within 13 weeks or an agreed Extension of Time – for the period October 2016 to September 2018

Speed of minor development decisions – 70% within 8 weeks or an agreed Extension of Time – for the period October 2016 to September 2018

Quality of major development decisions – Loss of more than 10% of appeals – for the period April 2016 – March 2018

Quality of minor development decisions – Loss of more than 10% of appeals – for the period April 2016 – March 2018

Figures are submitted quarterly to the Ministry of Communities and Local Government. Performance for October 2018 is not shown as the information is not available at the time of preparing this report but will be provided in the Update Note. Performance for the second quarter – July to September 2018 is shown

The last annual performance figures for applications (2017-2018) was –
Majors 96% within 13 weeks or an agreed extension of time (target 60%)
Minors 97% within 8 weeks or an agreed extension of time (target 70%)

In terms of the assessment period (October 2016 – September 2018) performance at the end of September 2018 for the full two year period was as –
Majors 91% within 13 weeks or an agreed extension of time (target 60%)
Minors 92% within 8 weeks or an agreed extension of time (target 70%)

In terms of appeals for the period April 2016 – March 2018 –
There were 28 decisions of which 6 non major appeals were lost (21% of the total appeal decisions) NB There were no major appeal decisions

	Government Target	Performance October 2018	Performance July - September 2018
Major development decisions	>60%	Details to be provided in the Update Note	100%
Minor development decisions	>70%	Details to be provided in the <u>Update Note</u>	96%
Quality of major development decisions	<10%	None	None
Quality of non major development decisions	<10%	No appeal decisions in October	Two appeal decisions in the quarter – both dismissed

Does the information submitted include any exempt information? No

List of Appendices

None

6.0 Legal considerations:

6.1 None

7.0 Human Resources considerations:

7.1 Performance is influenced by staffing numbers, sickness and leave

8.0 Equalities considerations:

8.1 None

9.0 Financial considerations:

9.1 Poor performance puts the Council at risk of designation and the potential for loss of fee income.

10.0 Risk management considerations:

10.1 Under resourcing the service could lead to inability to respond to peaks in workload.

11.0 Ethical considerations:

11.1 None

12.0 Internal/ External Consultation undertaken:

12.1 Not applicable

13.0 Background Papers

13.1 None

Report to:	PLANNING COMMITTEE
Relevant Officer:	Carl Carrington, Head of Planning, Quality and Control
Date of Meeting	13 November 2018

GUIDANCE ON THE REPAIR AND ALTERATION OF LOCALLY LISTED BUILDINGS

1.0 Purpose of the report:

1.1 To seek formal adoption of the guidance on the repair and alteration of locally listed buildings ('Local List Guidance').

2.0 Recommendation(s):

2.1 To adopt the 'Local List Guidance'.

3.0 Reasons for recommendation(s):

3.1 To assist in the good management of Blackpool's list of buildings of local architectural and/or historic interest (local list) by providing detailed advice to guide property owners and decision-makers when alterations to locally listed buildings are being considered.

3.2a Is the recommendation contrary to a plan or strategy adopted or approved by the Council? No

3.2b Is the recommendation in accordance with the Council's approved budget? Yes

3.3 Other alternative options to be considered:

Increase levels of 1-1 support to applicants. This is in fact the ideal, but there are nearly 300 locally listed buildings and this would be resource intensive, particularly where clear guidance would help applicants 'self-serve' regarding minor matters or understanding when to contact the Conservation Officer. Formal adoption will also add weight to the guidance for the purposes of enforcement action and planning appeals.

4.0 Council Priority:

4.1 The relevant Council Priority is:

- “The economy: Maximising growth and opportunity across Blackpool”

5.0 Background Information

5.1 Statutory protection of the historic built environment dates back to the late 19th Century. This was developed through further Acts during the 20th Century, and the Town and Country Planning Act of 1947 began the system of listing buildings and structures of special historical, architectural or cultural importance. Originally structures were graded I, II or III according to their degree of national importance.

5.2 In 1970 the criteria for selection of listed buildings was changed, and grade III buildings in many areas became the first to make up local lists. Since then local listing has been encouraged by national planning policy and Historic England guidance, emphasising the importance of local character and distinctiveness in providing a positive sense of place, and enhancing the quality of daily life.

5.3 In November 2011 the Council approved the establishment of a list of buildings of local architectural and/or historic interest. Since then nearly 300 buildings have been adopted onto the local list. The lists of addresses for each ward are available on the Council website.

5.4 The control of works on a locally listed building or structure is more limited than for listed buildings, with protection managed through the normal planning process. Inclusion on the Local List is not primarily intended to restrict development, but will seek to ensure that any proposals take into consideration the local significance of the building. The only real implication, therefore, of including a building or structure on the Local List is that it will change the level of consideration given by the Council to preserving a building’s character and appearance when planning proposals are assessed.

5.5 It is intended that when proposals for development affecting buildings on the Local List are being considered, the Council will assess the proposals using the Local List Guidance. Where planning permission is not required it is hoped that this Guidance will serve as a best practice guide.

5.6 The document has no policy status, but offers guidance both in principle and covers where certain materials or standards of construction/fitting are required.

Does the information submitted include any exempt information?

No

5.7 List of Appendices

5.7.1 Appendix 5a: Guidance on the Repair and Alteration of Locally Listed Buildings.

6.0 Legal considerations:

6.1 As the guidance holds no status as policy, and is in line with national guidance and that of comparable local authorities, there are no legal considerations.

7.0 Human Resources considerations:

7.1 The publication of guidance will relieve pressure on the conservation service as it allows applicants to understand the general principles and approach applied to conservation areas in Blackpool. This will allow the Conservation Officer to spend more time with more complex or challenging applications to achieve the best planning outcome.

8.0 Equalities considerations:

8.1 None

9.0 Financial considerations:

9.1 None

10.0 Risk management considerations:

10.1 Blackpool continues to be a leader in the northwest in the way in which it responds to and manages its historic built environment, and has built up a reputation as being pro-active in this field. Adoption and publication of this guidance will continue and build upon this approach to local heritage management.

11.0 Ethical considerations:

11.1 None

12.0 Internal/ External Consultation undertaken:

12.1 Consultation has taken place with the Development Management and Planning Policy Teams, and Blackpool Civic Trust.

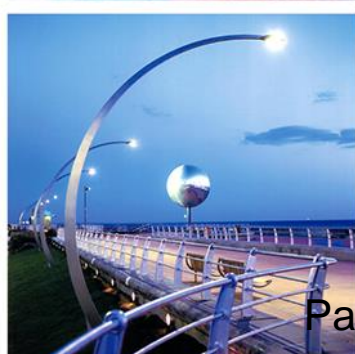
13.0 Background Papers

13.1 None

LIST OF BUILDINGS OF LOCAL ARCHITECTURAL AND/OR HISTORIC INTEREST IN BLACKPOOL (LOCAL LIST)

GUIDANCE ON REPAIRS AND ALTERATIONS

June 2018



LOCAL LIST GOOD PRACTICE GUIDE

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LOCAL LIST GOOD PRACTICE GUIDE

1. What is the local list?

- 1.1 There are around 400,000 listed buildings in the country which are of national importance. Blackpool's listed buildings include the grade I Blackpool Tower and grade II* Winter Gardens complex, Grand Theatre and the Shrine of our Lady of Lourdes. There are also several grade II churches and other structures including the Abingdon Street Post Office and North Pier. However, there are also many other historic buildings of architectural and/or historic interest which do not meet the strict criteria for statutory listing, but which make a positive contribution to the character and appearance of Blackpool's streets and neighbourhoods.
- 1.2 The historic built environment is a precious and irreplaceable resource. It illustrates patterns of growth and change in urban development. Houses, shops and public buildings such as schools, churches, public houses, banks, workhouses, libraries, town halls and cinemas signify the tastes, wealth and aspirations of local people. Industrial and commercial buildings indicate sources of income and employment.



The Albert, Lytham Road



St Cuthbert's RC Church, Lytham Road

- 1.3 Socio-economic and cultural change has always been reflected in Blackpool's built environment. From the very beginning, traditional cobble fishermen's cottages were demolished to make way for hotels and inns, which then expanded to accommodate the growing numbers of visitors. Lodging houses in what is now the town centre developed retail facilities at ground level. New small churches were replaced by more and much larger churches. Change is part of the nature of Blackpool, and many buildings which were once the fabric of everyday life have had to change their use to remain viable. In recent years a number of building types have become at risk due to 'functional' redundancy. For example, due to declining church congregations there are now several empty places of worship, and the impact of the smoking ban and other issues has had a noticeable effect on the ability of many public houses to remain in business.

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- 1.4 Many more buildings have been changed to provide facilities which were considered more modern and appropriate for the time; some have disappeared altogether. This practice of constant use and re-use of old buildings, and changes to their appearance driven by changes in taste, lifestyle and behaviour, means that many buildings which have become part of the local scene may yet be in danger of being irredeemably changed or lost forever. These historic buildings, which add character to our streets and provide a link to the past, now form the Local List of Buildings of Architectural and/or Historic Interest (the Local List).



Former drill hall, Talbot Road



Former Revue Library, Grasmere Road

2. What is the difference between a listed building and a locally listed building?

- 2.1 The difference between the Statutory List and the Local List is essentially the level of control. Listed buildings, and unlisted buildings in conservation areas, have various degrees of statutory protection against alterations and demolition. Any works (internal or external) which affect the special interest of a listed building requires Listed Building Consent. This ensures that the very best of Blackpool's architectural heritage is protected in the national public interest. Works to visible elevations of buildings in conservation areas usually require planning permission.
- 2.2 Statutory protection of the historic built environment dates back to the late 19th century. The Ancient Monuments Protection Act of 1882 made arrangements for the 'guardianship' of some 50 pre-historic sites and appointed a single inspector of ancient monuments. Responsibility for sites and monuments was developed through further Acts during the 20th century. The Town and Country Planning Act of 1947 began the system of listing buildings and structures of special historical, architectural or cultural importance. Originally structures were graded I, II or III according to their degree of national importance.

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- 2.3 In 1970 the criteria for selection of listed buildings was changed, and grade III buildings in many areas became the first to make up local lists. Since then local listing has been encouraged by national planning policy and Historic England guidance, emphasising the importance of local character and distinctiveness in providing a positive sense of place, and enhancing the quality of daily life. In November 2011 Blackpool Council approved the establishment of a list of buildings of local architectural and/or historic interest. Since then nearly 300 buildings have been adopted onto the local list. The lists of addresses for each ward are available on the Council website <https://www.blackpool.gov.uk/Residents/Libraries-arts-and-heritage/Blackpool-heritage/Conservation-areas-and-listed-buildings/Blackpool-locally-listed-buildings.aspx>.
- 2.4 The control of works on a locally listed building or structure is more limited than for listed buildings, with protection managed through the normal planning process. Inclusion on the Local List is not primarily intended to restrict development, but will seek to ensure that any proposals take into consideration the local significance of the building. The only real implication, therefore, of including a building or structure on the Local List is that it will change the level of consideration given by the Council to preserving a building's character and appearance when planning proposals are assessed.



Arnold Primary School



Bloomfield Hotel

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3. Works to Locally Listed Buildings

- 3.1 When considering proposals for development affecting buildings on the Local List, the Council will assess the proposed development using the following guidance. Where planning permission is not required it is hoped that this guidance will serve as a best practice guide. Historic England has also produced a range of guidance for the repair and maintenance of historic buildings which is available at <http://www.english-heritage.org.uk/your-home/looking-after/maintenance/>.

4. Maintenance and repair of historic buildings

- 4.1 Regular maintenance of any building will be cheaper in the long run than an extensive repair programme. The most important thing is to stop damp getting into your building. This might be anything from periodically inspecting the roof to prevent leaks from slipped slates or tiles to clearing gutters, repairing flashings and minor re-pointing of walls.
- 4.2 The majority of structures on the Local List were constructed between mid 19th century and 1939. Although materials and techniques changed during that time, the approach to repairing these traditional buildings is roughly similar. Brick-making improved from the late 19th century but lime-based mortar continued to be used up until the Second World War so, for example, we would advise that lime-based mortar should be used for re-pointing work. This is because the bricks were fired at a lower temperature than they are now, and using modern cement mortar will may lead to spalling of the brick face and damp being trapped in the walls. This in turn would lead to mould growth on internal surfaces. The older your building the more important it is that lime-based mortar is used, whether for pointing or rendering.



Spalling Victorian brickwork pointed with cement mortar

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Gutters which need to be cleared of vegetation to prevent water ingress

5. Replacement windows

- 5.1 Some locally listed buildings have original windows, and owners are encouraged to repair and retain these wherever possible. Traditional timber sash or casement windows are an essential feature of an historic building's character, and it is possible to upgrade them to eliminate the draughts and rattles associated with these windows. Renovating your period timber windows typically works out at the same cost as replacing them with uPVC windows. In addition, studies by Historic England have revealed that period features add value to a property, and 78% of estate agents say that they help to sell a property quicker. Timber is also truly a sustainable product. Unlike many other materials, both modern and traditional, it is a renewable resource, and FSC certified wood comes from responsibly managed sources - see General Information below.
- 5.2 Energy efficiency can be improved by installing secondary glazing. If, however, your locally listed building already has upvc replacement windows which are beginning to fail, we would encourage you to replace them with slim profile timber double glazed units. These would give the outward appearance and charm of traditional windows whilst providing modern energy performance.
- 5.3 If you are considering replacing your windows please bear in mind that the design of modern windows cannot replicate the slender appearance of historic windows. Carefully designed upvc windows with slim profiles, sliding sashes with run-through sash horns and a woodgrain finish can mitigate the bulky appearance of standard replacement windows, but upvc cannot be repaired in the same way as timber. If your original windows have stained or etched glass this should be encapsulated in the new window system wherever possible.

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Dunes Hotel which retains its original joinery

- 5.4 If you live in a conservation area you may need planning permission to replace your windows, and you should contact the Built Heritage and Conservation Team for advice in the first instance at builtheritage@blackpool.gov.uk .

6. Alterations and extensions

- 6.1 Your permitted development rights are not affected by local listing. However, if the changes you want to make need planning permission, your application should include a heritage statement which describes the significance of the building including any contribution made by its setting. The level of detail need be no more than is sufficient to understand the potential impact of the proposal on the building's significance. A copy of the datasheet which was completed to summarise the architectural and/or historic interest of your property is available from the Built Heritage and Conservation Team to assist you. Guidance on writing heritage statements is also available on the Council website <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Heritage-Statement-Guidance.pdf> .

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- 6.2 When considering altering or extending your historic building it is important that the special features which contribute to its importance are retained. Original windows, doors, roof pitch and covering etc are all important elements which, if lost or significantly altered, can devalue the historic character and importance of a building. Features of architectural and historic interest, whether internal or external, should be preserved and restored wherever possible using traditional methods and materials. For information and advice contact the Built Heritage and Conservation Team.
- 6.3 General guidance and policy advice for building extensions is set out in the 'Extending your home' SPD at <http://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Extending-Your-Home-SPD.pdf> . In addition, when designing extensions for a locally listed building it is important that the character and setting of the building is not harmed, and that the extension relates appropriately in scale and massing. Extensions should be subservient to the main building, and the materials should be of a quality which will preserve or enhance the character of the main building. The design can be of an historic style to match the existing building, or adopt a contemporary approach. If an historic style is chosen it is important that historic accuracy is used with regard to detailing, materials, colour and scale. If a contemporary approach is considered appropriate, a high quality of design detail and materials should be adopted.
- 7. Shop fronts and signage**
- 7.1 The character of locally listed buildings which have a commercial use can be damaged by inappropriately designed shop fronts and signage. Original shop fronts should be repaired and retained to preserve their historic character. Proposals for new shop fronts and signage should take account of SPD 6: Shop Fronts and Signs, which is available on the Council website. In particular, the ground floor elevation(s) should relate to the upper floors, and materials should be appropriate to the age of the building. UPVC shop fronts and solid roller shutters will not be supported under any circumstances.

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Original shop front - before



Poorly designed new shopfront - after

8. New buildings

- 8.1 When a new building is proposed in the grounds of a locally listed building, or in close proximity to it, then the impact of the new building on the setting of the historic building should be taken into account. This might mean using a similar approach to design and materials as set out above for extensions. Views of the historic building should also be preserved. Proposed new buildings should not be so close to an historic building that spaces which separate the historic building from its neighbours are filled in, or so tall that its historic context cannot be understood. For instance a new building should not be higher than an historic building which has been selected for, amongst other things, its landmark qualities.

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- 8.2 In addition, new developments should preserve positive settings, and enhance settings which are poor. For example, landscape features could be used to screen poor quality outside spaces, or planting could be used to introduce greenery. The loss of areas of open greenness and trees can cause significant harm to the character of an area and the setting of historic buildings, and these should therefore be preserved wherever possible.
- 8.3 Where historic settings have been compromised by earlier development, proposals will be supported which reverse the harmful impact. Conversely, where proposals will increase the level of harm, or remove the last link between a locally listed building and its original setting, these will not be supported.
- 8.4 Historic boundary treatments such as original brick or cobble walls and railings should be preserved, and the type and quality of surface treatments for paths, driveways and other outside areas should be considered carefully.



Historic cobble wall

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9. Demolition

- 9.1 If a building is locally listed because of its architectural and/or historic interest, this will be a material consideration when planning decisions are being made. The Council will strongly discourage the demolition of any buildings on the local list and will seek to encourage their retention, restoration and continued beneficial use wherever possible. This means that, if development proposals include the demolition of a locally listed building, applicants should demonstrate that the building is not able to be retained and incorporated into the development. When the Council considers such applications they will reach a balanced judgement which will weigh the loss of the building against the public benefits of the proposal.



Hawes Side Primary School which was demolished to make way for a new school. The boundary wall and railings were preserved as part of the scheme

- 9.2 If demolition is approved the Council will support new development which makes a positive contribution towards local character and distinctiveness.

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10. Archaeology

- 10.1 Where proposals to a building on the Local List are likely, or suspected, to impact on elements of archaeological interest the Council will require a desk-based archaeological assessment to be carried out and, where necessary, field evaluation. This should form part of the application and should include details of mitigation to record those elements of the historic fabric which will be adversely affected.

General Information

11. Sustainable Development

- 11.1 The concept of sustainable development emerged from the post-WWII environmental movement, which recognised the negative impacts of human growth and development on the environment and communities. The term “sustainable development” came to prominence through the United Nations Brundtland Commission. Their 1987 report *Our Common Future* defined sustainable development as “development which meets the needs of the present without compromising the ability of future generations to meet their own needs”.
- 11.2 The revised *National Planning Policy Framework* (NPPF) published in 2018 sets out the Government’s planning policies for England and how these are expected to be applied. Specifically, it states that at the heart of the Framework is the presumption in favour of sustainable development. It also states that heritage assets should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- 11.3 There are three dimensions to sustainable development: economic, social and environmental. However, with regard to locally listed buildings, there are two core principles which will be taken into account when proposed works are being considered, namely the re-use of existing resources which includes the re-use of historic buildings, and supporting the transition to a low carbon future by encouraging the use of renewable resources if appropriate.

12. Embodied energy

- 12.1 **Embodied energy** is the energy related to the construction of a building; **operational energy** is associated with the use of a building; and **end-of-life energy** is related to the demolition of a building, site clearance and disposal of materials. Embodied energy is the energy required and carbon emitted to construct a building including extraction of raw materials, manufacture of building products and construction of the building.

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12.2 The embodied energy and operational energy of historic buildings have already been “spent” so retaining existing buildings and seeking to enhance their energy performance in sensitive ways, rather than spending more energy in demolition and rebuild, is in keeping with historic building conservation, sustainability and progress towards a low carbon society.

13. Sustainable construction materials

13.1 According to the Office of National Statistics, the construction industry accounts for over 50% by weight of materials used in Britain, and approximately 30% of road freight. As a result, the construction industry is a major contributor to greenhouse gas emissions. One of the ways that the industry can help to reduce its carbon footprint is to select materials with the lowest overall contribution to emissions and environmental impact.

13.2 However, it is sometimes difficult to make informed choices. For example aluminium, produced on a large scale by electrolysis (passing high voltage electricity through the raw material), has a very high energy requirement and could be considered an environmentally-unfriendly choice. However, it is usually produced using hydroelectric power which has relatively low carbon emissions. In addition, aluminium is recyclable and is a very durable material and, therefore, on a whole-life basis has a low carbon footprint. On the other hand a low embodied energy product can have its ‘green’ credentials negated if it has to travel long distances to its processing centres and to the construction site. For example, a concrete block sourced from a factory in the locality, or a building stone from a quarry near the construction site, will contain less embodied carbon than one from China, because of the energy used to transport it. These are the factors which should be taken into account when considering the most sustainable materials to be used in any development.

13. Timber v. uPVC

13.1 The sustainable nature of building materials can be illustrated with a comparison of windows. The embodied energy of uPVC is 13 times that of sawn softwood. A well-maintained softwood window can last for centuries; yet the lifespan of a typical uPVC unit is less than 25 years (Asif et al., 2002). If, in a timber window, the glass or ironmongery is broken it can be replaced; but a defect in a uPVC window may necessitate complete replacement of the window. More frequent replacement cycles increase the embodied energy over the life time of a building.

13.2 According to one model, a Victorian terraced house is cheaper to maintain over a 100-year period (at an average of £2,648 per 100 m² of floor space per year) than a house built in the 1980s (which would cost £3,686 for the same area). This is because of the greater quality and durability of the materials used in the construction of older houses, and the higher standards of their design and construction compared to some modern homes (English Heritage 2003).

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- 13.3 In addition, manufacture and disposal of uPVC can be hazardous. uPVC stands for unplasticised PolyVinyl Chloride. The manufacture of uPVC is an energy intensive process and there are associated environmental risks of oil extraction and global transportation. Around 57% of PVC's mass is chlorine, and the manufacturing process results in toxic by-products which have demonstrated hazards to health.
- 13.4 Although advances have been made in recycling upvc, a considerable amount currently still ends up as waste, to be incinerated or sent to landfill. Landfill of such a bulky inert product is a problem. Incineration is contentious, because of the potential for releasing harmful chemicals such as dioxins.
- 13.6 Timber is repairable, adaptable and durable. From well managed sources it is a sustainable, environmentally friendly resource. Independent certification by the Forestry Stewardship Council should be sought as proof of acceptable forestry practices. As long as care is also taken in the choice of preservatives, paints and stains, timber windows are the best environmental choice.
- 13.7 Modified softwoods appear to offer benefits usually associated with more expensive hardwood varieties. For example, Accoya® is a modified wood which claims to have properties that match or exceed those of the best tropical hardwoods and treated woods, yet is manufactured using fast growing softwood from sustainable sources. This is done by reacting the wood right through to the core with acetic anhydride, which comes from acetic acid (known as vinegar when in its dilute form). This treatment greatly reduces the ability of the wood to absorb water by 75% or more, making it much less likely to swell and warp, whilst improving its hardness without compromising its bending strength. This improves the life of paint and other coatings. It is also indigestible to a wide range of insects, and claims to last 50 years above ground.
- 13.8 Windows are, in effect, a building's eyes and often a building's most prominent feature. With slimmer frames than bulky uPVC windows, and sometimes with etched or stained glass, historic windows are one of the most significant components in determining a building's character and appearance.
- 13.9 For all of these reasons, owners of historic buildings, whether locally listed or not, are encouraged to retain existing timber windows, or replace failed uPVC windows with double glazed timber windows.

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14. Aluminium

- 14.1 Aluminium has very high embodied energy and is a non-renewable resource. However, it is recyclable which reduces its embodied energy, although the nature of some coatings can inhibit recycling – anodizing is preferable. If your building has metal windows which are beyond repair, or you wish to replace with double glazed units, slimline double glazed aluminium windows which are made with a high level of recycled material are an appropriate alternative.
- 14.2 Historic buildings usually had cast iron rainwater goods, and in many cases these have been replaced with uPVC. If your downpipes or gutters have been replaced with uPVC we would encourage you to consider cast aluminium replacements in the future. If your building still has cast iron rainwater goods these should be retained, and replaced with cast aluminium if they are deemed to be beyond repair.

15. Roofing materials

- 15.1 In Blackpool the majority of historic buildings originally had slate roofs, and in many cases these have been retained. Small red clay tiles, often known as Rosemary tiles, are also often found on historic buildings. Natural stone, which requires only minimal processing, has the lowest embodied energy of all the roofing materials. Slate has a layered fabric along which it is readily split, making it ideally suitable as a roofing material. It is capable of being split thinner than other natural roofing materials and, therefore, has greater coverage per unit weight than other choices. Although there is a large variation in the embodied carbon of natural roofing slates its embodied carbon value is at most 16% of that of other roofing materials.
- 15.2 The choice of slate is also very important. Some slates are known to fail within a few years of exposure on a roof. However, good quality slates, with the potential to last over a hundred years, are one of the best environmental choices for a roofing material. Good quality slate from any source can out-perform the original building. Reclaimed slate can be used if it can be traced to a reliable source, although using new slate for repairs and replacement work will also help keep UK quarries open. Imported slate will have higher embodied energy due to transportation.

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Contacts for further information

For more information on the Local List, or for advice on the repair of a locally listed building, please telephone the Built Heritage and Conservation team on 01253 476332 or email builtheritage@blackpool.gov.uk .

Contact address:

Built Heritage and Conservation
Blackpool Council
81 Central
77-81 Church Street
BLACKPOOL
FY1 1HU.

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APPENDIX

CRITERIA FOR SELECTION OF LOCALLY LISTED BUILDINGS

When the local listing process in Blackpool began, English Heritage (EH) was in the midst of drawing up a good practice guide for local listing. Draft pre-consultation guidance circulated in 2010 put forward suggested criteria for selection based on criteria used to determine suitability of heritage assets for statutory designation. Therefore, the criteria against which heritage assets in Blackpool were evaluated for inclusion on the local list were:

Age

- (a) Buildings surviving from the earliest phases of development (in Blackpool's case prior to 20th century) and early 20th suburban development, and surviving in anything like their original form. Superficial alterations which may be reversed in the future, e.g. reinstatement of timber windows, will not preclude inclusion on the list.

Rarity

- (a) Rare surviving examples of a particular type or form of building, material or style.

Aesthetic or design merit

- (a) Examples of a particular architectural style.
- (b) Use of quality materials and workmanship.
- (c) The work of a notable local architect

Group value

- (a) Groups which as a whole have a unified architectural or historic value to the local area.
- (b) Terraces, enclosing buildings (surrounding squares etc.), uniform rows etc.

Archaeological interest

- (a) Although archaeological finds across the borough to date have been scattered and few, they nevertheless indicate ancient settlements, and the possibility of future accidental finds should not be discounted. In addition, there is the possibility that some existing buildings have older foundations, perhaps as yet undiscovered. Where the presence of such archaeology is known, or suspected, to exist, the building will be included on the list. In all other cases, where planning applications for development in any part of the borough involve work below ground level, it is suggested that a condition be attached that archaeological finds should be notified to the Council for recording in situ, so the location can be added to the Heritage Environment Record.

Historical interest

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- (a) Historical association with a notable local person, event or key period of development.
- (b) Figures or events of national interest with a direct association
- (c) Where buildings have later alterations, if the change demonstrates key stages in the town's historical development and are clearly legible, the building will be included

Landmark status

- (a) Buildings which contribute significantly to townscape appearance e.g. pubs, churches, factories, cinemas, banks, etc.
- (b) Buildings that are a focal point of social or visual interest e.g. prominent corner sites.
- (c) Form a landmark, from within or from outside an area.

Social value

- (a) The development of an area is often influenced by an individual building, which may play an integral part in the shape of the area, or in the local social scene. Such buildings may include churches, schools, village and town halls, chapels, public houses, memorials, places of employment and workhouses, which formed a focal point or key social role in the historical development of the area.

Documentation

- (a) The significance of a local historic asset of any kind may be enhanced by a significant contemporary or historic record, although this criterion alone will probably not be sufficient to justify local listing.

English Heritage guidance suggests that heritage assets put forward for a local list need only meet a minimum of one of the criteria. However, wherever possible, candidates should meet at least two in order to ensure that the local list retains its value as a record of the most significant buildings and structures.

PROCESS FOR LOCAL LISTING

The local list was initiated by the findings of the historic townscape characterisation exercise undertaken by the Architectural History Practice in 2008/9, which identified buildings of local architectural and/or historic interest in those areas covered by the project. Since then historic pubs, schools, unlisted churches and libraries from across town have been recognised as building types being most at risk of demolition or unsympathetic alteration, and the decision was taken to extend the local list to cover the whole borough so that their special interest could be taken into account in

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planning decisions. Buildings such as dwellinghouses, which have been assessed under the foregoing criteria as having architectural and/or historic interest, have also been included.

Individual datasheets are prepared for each property outlining their special interest. These are assessed by an expert panel followed by a period of a minimum 28 days' public consultation and notification to owners. The list is submitted to the Planning Committee together with any representations for them to consider and make a recommendation for formal adoption. This recommendation is subsequently taken into account by the relevant Cabinet member when he makes the decision formally to adopt the list.

Should a building owner wish to appeal against the recommendation, a system has been established whereby the individual case may be independently reviewed by an officer from another authority. However, it must be made clear that local listing does not have the power of statutory designation. It does not prevent change and does not remove permitted development rights. It is hoped, therefore, that conferring local listed status to any building will be considered a source of pride to the owner.

Local listing, however, is not the end of the process but the beginning. Not only is it intended to raise awareness of the diversity and importance of local historic buildings, but it is also a means to ensure positive change, if change becomes necessary and unavoidable. Where a planning application is submitted to the Council for its alteration, extension or demolition, its locally listed status will be a material consideration so that its special interest is taken into account in any decision. This will mean, for example, referring to the good practice guide for advice on materials to be used. Ultimately, if it is decided that a locally listed building should be demolished, local listing will ensure that it will be recorded for posterity beforehand, and that its replacement will be of sufficiently high quality that it will continue to add interest and character to the locality.

Information about the local list is available on the Council's website and will form part of the Historic Environment Record (HER). This will be made available on a searchable database so that awareness of the richness and diversity of the local historic built environment can be made available to, and appreciated by, the general public. It will also be a resource for developers who are obliged to consult the HER as a precursor to submitting a planning application for a site.

The public will be able to nominate buildings for inclusion on the Local List via the Council website. Any nominations will be considered quarterly in the established manner.

COMMITTEE DATE: 13/11/2018

Application Reference: 18/0384

WARD: Anchorsholme

DATE REGISTERED: 06/06/18

LOCAL PLAN ALLOCATION: No Specific Allocation

APPLICATION TYPE: Full Planning Permission

APPLICANT: Melrose Developments Limited (1996) Pension Fund

PROPOSAL: Erection of a part two storey/part single storey building to comprise a retail store on the ground floor and 3 x two bedroom apartments above with 26 car parking spaces and associated vehicle access and service access from North Drive and vehicle egress onto Luton Road and including service yard, trolley and cycle store and landscaping.

LOCATION: ANCHORS HOLME METHODIST CHURCH, NORTH DRIVE, BLACKPOOL, FY5 3PG

Summary of Recommendation: Refuse

CASE OFFICER

Mr M Shaw

BLACKPOOL COUNCIL PLAN 2015 -2020

This application **does not** accord with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool **or Priority two of the Plan** - Communities: Creating stronger communities and increasing resilience.

SUMMARY OF RECOMMENDATION

The application has generated significant local and Member interest and objections to the proposed retail development. The application has raised four key issues:-

- retail policy
- highway/ pedestrian safety
- design of the building and its impact on the character and appearance of the area
- residential amenity

Whilst there are concerns and issues relating to highway and pedestrian safety and the impact on residential amenity, the two key issues are considered to be retail policy and the

design of the building and its impact on the character and appearance of the area. There are two dimensions to retail policy given that this is an out of centre proposal:-

1. sequential test (the potential availability of alternative sites/ premises within the catchment area of the application site)
2. impact of the retail store on local centres within the catchment area (since the Council introduced local thresholds for retail impact assessments in July 2018)

It is considered that the applicant has not satisfactorily carried out the sequential test. The application is therefore considered to be contrary to Paragraphs 85, 87 and 90 of the National Planning Policy Framework (NPPF) and Policy CS4 of the Core Strategy. It is also considered that the application would have a significant adverse impact on existing designated centres within the catchment area of the application site, including the Eastpines Drive Local Centre, and hence would be contrary to paragraphs 89 and 90 of the NPPF and Policy CS4 of the Core Strategy.

In terms of the design of the building and its impact on the character and appearance of the area it is also considered that the proposed building would adversely impact on the character and appearance of the area due to its size, bulk and positioning close up to the road frontages onto both Luton Road and North Drive. This would be at odds with the much greater setback of houses on the other three corners of the junction. The proposal would therefore also be contrary to paragraphs 124, 127 and 128 of the NPPF, Policies LQ2, LQ4 and BH3 of the Blackpool Local Plan and Policy CS7 of the Core Strategy.

In terms of traffic generation, highway safety, servicing details and car parking provision the application has also generated a significant number of comments and objections. Amendments have been made to the application to address comments made by the Head of Highways and Traffic Management. As amended, and with suitable conditions imposed on any approval, it is not considered that the application can be refused on highway or pedestrian safety grounds.

The applicant has provided a noise impact assessment with the proposal and whilst some queries have been raised it is not considered that with the addition of an acoustic fence positioned along the boundary with Neville Avenue and Luton Road gardens and, again, with suitable conditions included, that a refusal of planning permission could be substantiated on the grounds of noise and disturbance arising from the retail store and the associated activity.

SITE DESCRIPTION

The application site measures 1870 sqm and is rectangular in shape having a frontage onto North Drive in excess of 53 metres and a frontage onto Luton Road of 29 metres. Until recently there was a church and church hall on the site which have now been demolished and the cleared site has been enclosed with hoardings. The character of the area is primarily residential although within close proximity of the application site is Anchorsholme Library, Eastpines Park, Anchorsholme Academy on Eastpines Drive and a designated local centre also on Eastpines Drive next to the school which includes two convenience stores.

The road junction of North Drive and Luton Road where the application site is located incorporates a mini roundabout, a pedestrian crossing on the south side of the junction, a pedestrian refuge island on each arm of the junction and pedestrian safety railings on each of the four corners. On the other three corners of this junction is a detached house and two pairs of semi-detached houses all set back between 6 and 7 metres from their respective road boundary thus creating a spacious, relatively green and open character to the junction. There is also a northbound bus stop on North Drive opposite the application site.

DETAILS OF PROPOSAL

This is a detailed planning application for the erection of a part two storey/part single storey building comprising a 390 sqm retail store including a 111 sqm back of house area. The pedestrian entrance into the store would be positioned on the front corner of the store adjacent the road junction. Above the retail store on the first floor would be 3 x two bedroom flats. A total of 26 car parking spaces would be provided to the rear and side of the building and accessed (and egressed if required) from North Drive with an exit only onto Luton Road. Servicing access would also be provided from North Drive and the service yard would be located to the rear of the building.

The application has been amended following officer comments made regarding the scale and massing of the development and its car park and the resulting impact on the character of the area and adjoining residential amenity. The amendments reduced the proposal from part three storey/ part single storey incorporating six flats and 28 and parking spaces to part two storey/ part single storey with three flats and 26 parking spaces. Amendments have also been made to the proposed servicing details and an acoustic fence is now shown along the residential boundary to the site.

A Retail Impact Assessment has been submitted seeking to address concerns regarding the impact on nearby designated local centres including Eastpines Drive, Anchorsholme Lane West/ East and Fleetwood Road. The application is also accompanied by a Planning Statement, a Design and Access Statement, a Bat Survey, a Flood Risk Assessment and Drainage Management Strategy, a Sequential Assessment, a Transport Assessment and a Noise Impact Assessment.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- Principle of Retail/ Residential Re-development
- Highway and Pedestrian Safety/ Servicing and Car Parking Provision
- Design of the Development and its Impact on the Character of the Area
- Impact on Residential Amenity
- Any Other Matters

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

CONSULTATIONS

Environment Agency: We have reviewed the revised Flood Risk Assessment (FRA) and it addresses the points raised in our previous response. As such, we **withdraw our objection** to the application as we are satisfied that the FRA demonstrates that the proposed development will not be at an unacceptable risk of flooding nor exacerbate flood risk elsewhere. The proposed development must proceed in strict accordance with the FRA and the mitigation measures identified as it will form part of any subsequent planning approval. Any proposed changes to the approved FRA and/ or the mitigation measures identified will require the submission of a revised FRA as part of an amended planning application.

We have fairly extensive footway crossings to accommodate large vehicles with little discussion of detailed design/appearance/construction. We could impose a condition requiring highway works to be agreed. However, unless we know how the servicing works we don't know what the crossings' dimensions need to be. If the crossings are sized to a smaller vehicle and a larger one turns up it will result in damage, which needs to be designed out or unloading will take place on the highway.

It has become common practice, at a number of sites with which I am familiar, for outgoing things, like cardboard on trolleys, to be routinely stored outside pending collection. Given the very limited space available this needs to be prevented by condition. We have a trolley store at the northern end of the car park but not at the other end. That will lead to dumped trolleys at the southern end. The cycle store is somewhat remote from the door, although cycle users tend not to have full trolleys. I don't understand the small refuse area and have assumed that it is for residents. It would be helpful to understand the size and number of container/ wheelie bins to be stored. The local authority refuse vehicles are 11m rigid vehicles. Swept paths are required in and out for access or an indication of how the containers are to be retrieved if it is not to enter the site.

However taking all matters into consideration, the amended plans are considered acceptable. The noise assessment and the area where the measurements have been taken are on the wrong side of the building, (away from gardens) nearest to the main road. If we are looking at the potential impact on neighbours behind the car park we need measurements to be taken on the other side (east side). I can imagine that measurements taken adjacent gardens may be significantly lower? Can we request additional monitoring to be carried out so this is taken into consideration?

Agent's response *"We do not believe additional measurements should be necessary for this site. There are two potential external noise sources at the site, noise from deliveries and noise from fixed plant. The delivery noise assessment has considered the residential windows of the proposed development directly above the delivery area (worst-affected windows) and the measurement position should be representative of ambient noise levels at these receptors during delivery periods. The areas referenced below to the rear of the site are much further from the delivery area and would also be mostly screened from any deliveries.*

In terms of plant noise assessment, this has been carried out considering the background noise level (LA90) during the quietest periods of the daytime (typically just before 23:00 hours) and the night-time (typically around 03:00 hours). The background noise level during these periods is typically from extremely distant sources (i.e. distant motorways) and would generally be fairly equal across a site such as this. We therefore deemed the measurement position to be representative of background noise levels across the site during these quietest times."

Environmental Protection (Contaminated Land) 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 (Water): in accordance with the NPPF the development should be drained on a separate foul and surface water system with appropriate conditions attached.

Electricity North West Ltd: We have considered the above planning application and find it could have an impact on our infrastructure. 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.

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.

County Archaeologist: has requested a condition relating to a photographic record being carried out prior to demolition of the building. This condition was imposed on planning permission 17/0042.

PUBLICITY AND REPRESENTATIONS

Two site notices displayed: 15 June 2018

Neighbours notified: 12 June 2018

Three letters of support have been received from 5 Kittiwake Close, Willoughby Avenue and 25 Gladstone Way. The points raised are as follows:-

- Would be glad with a new retail store as the shops on Eastpines Drive are inaccessible Monday to Friday due to school parking.
- This would be a great addition rather than the site being left to rot.
- A Co-op is a good branded store and would make a difference.
- A number of objectors do not live in the vicinity.
- With regards to the roundabout being an accident blackspot this is usually due to driver error and a new shop will not change an inability to navigate the junction.
- It is unfair to assume the Co-op will increase anti-social behaviour or sell alcohol to underage teenagers.

- A new store will not worsen the existing problem with school parking.
- A new store would be more convenient for some residents and commuters.
- Sadly churches are not what they once were and many are being re-developed.

Letter of objection from Councillor Tony Williams

- This site is completely unsuitable for any type of retail operation.
- The adjacent roundabout has a history of deaths and other serious injuries through vehicle accidents.
- The last fatal incident resulted in a vehicle mounting the pavement and crashing through the church wall.
- It is also next to a Zebra crossing used as a main access to Anchorsholme School by small children and parents.
- Creating entrances and exits from this new proposed development would put enormous pressure on the high level of existing traffic using this main arterial road.
- There are no other retail units on the whole of North Drive or Luton Road East. The building would be totally out of context with the residential character of the neighbourhood.
- Noise from cars and customers would cause an environmental nuisance for residents especially in the evening.
- The store would have a serious impact on local traders on Eastpines Drive and Anchorsholme Lane which could see their businesses fail and jobs lost.
- The area is very well served with four local mini markets, a post office, take away restaurants, hairdressers, car accessories and a Large Lidl Store all within easy access to the residents of Anchorsholme.
- This new proposed development would bring nothing new to the area which isn't already available.
- The residents of Anchorsholme would receive no additional benefit from this store which would merely duplicate offers already available.
- It offers no life improvement to locals but seeks to capitalise on its own trade by the prominent position available.

Letter of objection from Councillor Paul Galley

I wish to object to the proposed application and wish to speak at the Planning Committee when this item comes before the Committee:

My reasons for objecting are:

The retail element of this proposed scheme will undermine existing local economic centres at East Pines Drive, Norbreck and Anchorsholme Lane, all of which are protected in our core strategy / local plan. These are thriving local centres and any new development will undermine them especially as the area is also well served by a Lidl supermarket on Anchorsholme Lane West and a convenience store on Luton Road so is at full retail capacity.

Secondly, the number of accidents at the junction is very high with at one stage an accident a

week being reported locally. It was so bad this year that a meeting was arranged at the mini-roundabout with the Director of Highways to discuss safety options for the roundabout. With the local area already saturated by retail outlets, most users of this supermarket will be traveling to it by car and out of the area thus generating even more demand on this roundabout and the increased number of accidents is guaranteed to go up.

There is also a major concern about lack of parking. Residential units generate a fixed amount of traffic use over peak periods in the day but a retail use generates use all day and during deliveries, where will these extra vehicles park, once staff and the apartments of the flats is taken into account, the area already suffers with parking issues generated from the school, park, nursery and library and shops already in the area. Where will the delivery wagons park?

There are also concerns about the increased noise negatively affecting local residents during opening house and the delivery times.

It's completely incongruous on the streetscene. There has been no effort made to make it "fit in" design wise. The scale is all wrong considering the height and footprints of existing buildings in that area.

The human rights of the existing residents will be effected, they will suffer with the extra noise and traffic generated from retail and the immediate neighbour will lose their right of privacy as their back garden will now look at a busy car park. Already since building work has started, a number of youths have been breaking in to the site and jumping in to their back garden.

Small supermarket car parks in the area are already a target for anti-social behaviour. Just look at Sainsbury's in Cleveleys and Tesco and Co-Op in Thornton. The area around East Pines Park, the nursery, school and the church building itself is currently suffering a major spike in anti-social behaviour and we as a Council and the police and community are trying to prevent this, not increase it.

Letters of objection from the following:

- 306, 316, 320, 328, 332, 333, 335, 342, 346 (x2), 347, 350, 353 (x2), 354A, 356, 365 (x2), 372, 387, 427 North Drive,
- 55, 56, 64, 112A, 119 Neville Avenue
- 50, 52, 66, 70 Luton Road.

In addition letters of objection have been received from:

- 212 Anchorsholme Lane East
- 3 Penswick Avenue
- 29 Bleasdale Avenue
- 18 Knight Close
- 135 Kirkstone Drive

- 27 Leith Avenue (x2)
- 25 Lyddesdale Avenue
- 305 Fleetwood Road
- 69 Northumberland Avenue
- 50 Melbourne Avenue
- 25, 35 Vermont Grove
- 19 Cresswood Avenue (x2)
- 7 Welwyn Place
- 6 Sevenoaks Drive
- 11 Kinnerton Place
- 17 Brentwood Avenue
- 4 Gladstone Way
- 7 and 48 Brentwood Avenue
- 1, 36 Eastpines Drive
- 10, 32 Heritage Way
- 23 Snowhill Crescent
- 49 Portree Road
- 5 Norman Close
- 19, 40 St Georges Avenue
- 10 Rossington Avenue
- 6 Rockville Avenue
- 1 Penswick Avenue (x2)
- 9, 17 Beryl Avenue
- 9 Hapton Street
- 17 Devonshire Avenue,
- 32 Hesketh Place (x2)
- 24 Breaker Wharf (x2)
- 1 Lansdale Court, Anchorsholme Lane East
- 1 Seabrook Drive

One letter is on behalf of Friends of Eastpines Park

The grounds of objection are as follows:-

Traffic/ highway issues

- The adjacent roundabout is an accident blackspot and has previously caused fatalities and a number of people have been hospitalised.
- This junction has already seen accidents due to the volume of traffic and a shop would only increase this, as well as possible parking problems adding to the risk especially around school times.
- The proposal will only add to the number of accidents in the vicinity and there are near misses on a daily basis.
- Surrounding streets already suffer twice daily during the school runs.
- Cars turning in and out the site would add to the problems.

- Parking is already difficult with the shops and school on Eastpines Drive and would be made worse.
- The site access / egress is too close to the roundabout which is already too busy.
- Surprised to see how few accidents have been registered in the last five years.
- The proposal is closer to the site boundaries than the church which may restrict visibility.
- Many of the parking spaces would be taken up with residents of the flats and more parking spaces should be provided.
- Parents walk their children across this junction every day on their way to school and nursery and it is already dangerous.
- Insufficient parking in the area and an increase in traffic will cause potential road safety issues.
- When the church was open on-street parking made it very difficult for residents to back out of their driveways.
- Comparison with the former church / community building is not appropriate given the site has not been in full use for over 12 months.
- A residential development would not generate any Heavy Goods Vehicle movements.
- The swept path for Heavy Goods Vehicle movements is exceedingly tight with the risk that exiting vehicles will mount the kerb potentially causing damage.
- Is one space per flat really adequate? It does not make any allowance for visitors.
- Poor visibility for cars approaching the roundabout.
- There is a well used zebra crossing close to the junction and this is one of the busiest roads on the Fylde Coast and it is deemed necessary to have a crossing guard at the crossing during term time.
- The site is on a busy bus route and not very wide for the volume of traffic.
- 12 buses an hour pass through the junction.

Impact on the character of the area

- The proposal is out of character, would be an eyesore and totally inappropriate.
- The style of building will not fit in well.
- The building would be twice as tall as any other building in the area dominating the skyline.
- Flats will not fit with the area.
- It is completely incongruous in the street scene and no effort has been made to fit in design wise.

Existing retail provision

- The area is already served by several convenience stores in more established locations.
- The proposal would have a negative impact on shops on Eastpines Drive and Anchorsholme Lane both within a quarter of a mile of the site.
- Within easy walking distance is a One Stop 400m, a Best One 400m, Sam's Convenience 400m, McColls 600m. Between them they offer the necessities for everyday living. Undue competition from a major retailer could lead to empty shops on Eastpines Drive or Anchorsholme Lane thus blighting the area. Slightly further afield is a greater selection of shops.
- Empty shops might end up as charity shops or boarded up.

- The proposal will undermine existing thriving local centres.
- Bustling Cleveleys town centre is less than a mile away.

Impact on residential amenity

- A late night store may attract more anti-social behaviour which is already a problem including drinking, crime, litter and vandalism.
- Early morning and late evening noise would be a problem for local residents, many of whom are elderly.
- The proposal would result in overlooking and loss of light/ sunlight for nearby residents.
- If approval is granted limits should be imposed on the size of delivery vehicles and delivery hours.
- Heavy Goods Vehicles would carry out deliveries which would cause disruption and disturbance night and day as would refuse collection vehicles.
- The human rights of existing residents will be affected. Back gardens will overlook a busy car park.
- The demolition and construction process will cause unnecessary stress and worry to local residents who are elderly and vulnerable. The sale of alcohol would cause amenity problems.

Other Matters

- It was understood only housing was going to be built. Housing would be more in keeping with the rest of the area.
- We need small new build houses for first time buyers.
- Property values have already been reduced.
- The area is crying out for a community centre for the young.
- Site better used for community use as a single storey building with no flats.
- If there is an issue with flood risk then perhaps the builder should develop somewhere else.
- There are drainage issues in the area and with the proposal having little soft landscaping this will mean more pressure on the surface water drains. A housing development will give more soft landscaping.

Local residents were re-notified on the amendments to the application on 29 August 2018 and a further 16 letters of objection have been received re-iterating earlier objections to the application outlined above from:

- 332, 342 and 351 North Drive
- 52, 66 Luton Road
- 6 Sevenoaks Drive
- 24 Neville Avenue
- 48 Seabrook Drive
- 6 Wood Green Drive
- 17 Brentwood Avenue
- 19 (x2) Cresswood Avenue

- 7 Welwyn Place
- 3 Penswick Avenue
- An unknown address on Warbreck Drive

A number of local residents have also been more recently notified on the introduction of the egress onto Luton Road. Any further comments received will be reported via the Update Note.

NATIONAL PLANNING POLICY FRAMEWORK

The revised National Planning Policy Framework (NPPF) was published in July 2018. The NPPF states that the purpose of the planning system is to contribute towards sustainable development. There are three strands to sustainable development namely economic, social and environmental. Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should not usually be granted. The relevant chapters are:-

- 'delivering a sufficient supply of homes'
- 'building a strong, competitive economy'-ensure the planning system does everything it can to support sustainable economic growth
- 'ensuring the vitality of town centres'- paragraphs 86-90define the extent and hierarchy of town centres and promote their long term vitality and viability. Local planning authorities should apply a sequential test to applications which are neither in an existing centre nor in accordance with an up to date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available should out of centre sites be considered. Where an application fails to satisfy the sequential test or is likely to have significant adverse impact it should be refused.
- 'promoting healthy and safe communities'
- 'making effective use of land'
- 'achieving well designed places' paragraphs 124, 127 and 128.....the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Developments should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
- 'meeting the challenge of climate change, flooding and coastal change'

NATIONAL PLANNING PRACTICE GUIDANCE

Good quality design is an integral part of sustainable development. The National Planning Policy Framework recognises that design quality matters and that planning should drive up standards across all forms of development. As a core planning principle, plan-makers and decision takers should always seek to secure high quality design. Achieving good design is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations.

The sequential test should be considered first as this may identify that there are preferable sites in town centres for accommodating main town centre uses (and therefore avoid the need to undertake the impact test). The sequential test will identify development that cannot be located in town centres, and which would then be subject to the impact test. The impact test determines whether there would be likely significant adverse impacts of locating main town centre development outside of existing town centres (and therefore whether the proposal should be refused in line with policy).

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 20 January 2016. 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
- CS4- Retail and Other Town Centre Uses
- CS5 - Connectivity
- CS7 - Quality of Design
- CS9 - Water Management
- CS10 - Sustainable Design
- CS12- Sustainable Neighbourhoods
- CS13- Housing Mix, Density and Standards

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
- HN4 Windfall Sites
- BH3 Residential and Visitor Amenity
- BH4 Public Health and Safety
- AS1 General Development Requirements

BLACKPOOL RETAIL, LEISURE AND HOTEL STUDY 2018 - Members will be aware that the Council has to have a robust evidence base to underpin its Local Plan. To assist with the preparation of Part 2 of the Local Plan the Council commissioned the preparation of a new retail, leisure and hotel study. The findings and recommendations of the Study were endorsed by the Council's Executive at its meeting on 16 July 2018.

LOCAL IMPACT THRESHOLD 2018 - The NPPF sets a threshold for impact assessments to be undertaken for out of centre retail and leisure proposals over 2500sqm (gross floorspace) unless a local threshold is set. The Blackpool Retail, Leisure and Hotel Study 2018 recommended impact thresholds for out of centre development. In the case of retail or leisure development within 800 metres of a local centre the threshold is 200 sqm or greater. This figure was endorsed by the Council's Executive at its meeting on 16 July 2018.

ASSESSMENT

Principle of Residential Re-development - the former church and church hall on the site was demolished some months ago and since then the site has been enclosed with temporary hoardings along the two road frontages. There have been two planning permissions granted for the residential re-development of the site under application references 14/0828 and 17/0042 involving the erection of five x two storey houses and the erection of eight x two storey houses respectively. Therefore the principle of residential re-development on the site has already been established and continues to be an acceptable use of the application site, although the contribution of the application proposal to the town's housing supply is not considered sufficient to outweigh the other concerns as set out below.

Principle of Retail Re-development - the application site is unallocated and over 300 metres from the nearest designated local centre on Eastpines Drive. Members will be aware that the purpose of national and local retail policy is to protect the vitality and viability of existing centres. Given that this site is not within a District or Local Centre there is a need to fulfil set criteria in terms of retail policy namely:-

- a sequential test
- an impact assessment

These need to be considered in relation to national and local policy and the findings of the Blackpool Retail, Leisure and Hotel Study 2018. The key findings of the Study are:-

- there is no quantitative requirement for additional convenience food retail floorspace within Blackpool's catchment up to 2032.
- there is a qualitative need for an additional foodstore within Blackpool Town Centre or if a site is not available within the Town Centre then on the edge of the Town Centre.
- there is a need to introduce local impact thresholds (adopted by Executive on 16 July 2018)

The applicant's agent has commissioned a sequential test and impact assessment, the latter was prepared by Alyn Nicholls. The catchment area identified in the Blackpool Retail, Leisure and Hotel Study and agreed with the applicant extends from the northern boundary of Cleveleys to Norbreck Road in the south and eastwards to Fleetwood Road North/ South in Thornton.

Within the catchment area and relatively close to the application site is Cleveleys Town Centre and three Local Centres in Blackpool, namely:-

- Anchorsholme Lane East/West
- Fleetwood Road
- Eastpines Drive (closest to the application site)

In terms of the sequential test it is acknowledged that there are no suitable sites/ premises within the Local Centres. However, there are considered to be sites available in Cleveleys Town Centre. It is therefore considered that the applicant has not satisfactorily undertaken the sequential test and hence the proposal is contrary to paragraphs 86, 87 and 90 of the NPPF and Policy CS4 of the Blackpool Local Plan Part 1: Core Strategy. In terms of its impact, given the threshold introduced in July 2018, the applicant also needs to demonstrate that there is not a 'significant' adverse impact on Cleveleys Town Centre and the three designated Local Centres. The purpose of these Centres is to meet the day to day needs of residents who live within walking distance of the Centres. In addition the applicant needs to demonstrate that there is no impact on existing, committed and planned investment in Centres in the catchment area. With regard to the second aspect it is not considered there would be significant adverse impact on existing, planned or committed investment.

In terms of the impact on Cleveleys Town Centre and the three Local Centres, Eastpines Drive, Fleetwood Road and Anchorsholme Lane East, it is not considered that there would be a significant adverse impact on Cleveleys Town Centre. In terms of the Local Centres it is contended that certain assumptions in the retail impact assessment are incorrect:-

- turnover per sqm is likely to be greater and hence overall turnover of the store would be greater than indicated.
- the percentage of turnover drawn from the catchment area is more likely to be higher than the 80% figure given.
- the store would trade principally as a top-up shop destination (as other similar sized stores do) and would take trade from existing top-up shops, including two convenience stores within the Eastpines Drive Local Centre.
- the impact on larger stores in the catchment area, including Morrisons and Aldi, is overestimated.

Local Centres provide an important function in providing shops within walking distance of local residents. Any loss of shops within the Centres would adversely affect local communities. Whilst the Local Centres appear relatively robust at the present, consideration needs to be given to what the situation could be in five years time. Notwithstanding the submitted impact statement, it is considered that the proposal would have a significant

adverse impact on nearby Local Centres contrary to paragraphs 89 and 90 of the NPPF and Policy CS4 of the Core Strategy.

Highway and Pedestrian Safety/ Servicing and Car Parking Provision- The proposal has been the subject of on-going discussions regarding means of access to the site, and servicing details in particular and has been amended several times to address comments and concerns raised. An egress has been introduced onto Luton Road and the North Drive access could be designated as an access only or access and egress. Servicing to the store would be from a designated bay on the North Drive frontage. As amended, the servicing and access/ egress details have been shown to satisfactorily work and to satisfy highway safety concerns and with the imposition of appropriate conditions, the proposal is now considered acceptable.

Adopted Council car parking standards require a maximum of one space per 16 sqm of gross floorspace which for 390 sqm of gross retail floorspace equates to a requirement for 24 car parking spaces. There would be an additional requirement of car parking facilities for the three flats. However, it should be noted that the car parking standards are maximum standards and on the basis that the application site is in a sustainable location the proposal is considered acceptable in terms of its car parking provision of 26 spaces.

Design of the Development and its Impact on the Character of the Area- Anchorsholme Methodist Church and church hall was a part two/ part single storey building dating from the 1930s and although it was not listed or locally listed it was nevertheless an attractive period building occupying the prominent corner plot. It was also set back 6-7 metres from its frontages onto both Luton Road and North Drive in keeping with the building lines established by housing within the area which date from the same era. The setback of the church also created a green, landscaped setting to the site.

The proposal has been reduced in scale from part three/ part single storey to part two/ part single storey deleting three flats from the second floor. However the proposed building is still positioned between 2m and 2.8m back from the North Drive boundary, the single storey back of house area to the store is 7m from the North Drive boundary. The proposed building is between 3m and 3.9m from the Luton Road boundary. The proposed building would have a 11.5m frontage onto Luton Road (not including the chamfered entrance into the store) and a 27m frontage onto North Drive, again not including the chamfered entrance into the store. The adjacent houses are approximately 7m to the ridge line of the pitched roof which matches the eaves level of the proposed two storey building. The ridge line of the proposed two storey section of the proposed building is 12m high.

Whilst prominent corner plots can sometimes satisfactorily accommodate a larger building the proposal does not just involve a significantly larger building than those within the vicinity (much higher and longer) but also much closer to the two road frontages which exacerbates the visual impact on the surrounding area. The proposal is therefore considered to be out of character with the surrounding residential area due its close proximity to the road frontages, its length, eaves height, ridge height and bulky roof form. As such it is considered to be contrary to paragraphs 124, 127 and 128 of the NPPF, Policies LQ2, LQ4 and BH3 of the Local Plan and Policy CS7 of the Core Strategy.

Impact on Residential Amenity- the former church and church hall on the site would have generated traffic to and from the site during church services and social activities within the church hall. These activities would have included weekends and evenings. There would have been a certain amount of noise and disturbance from these activities although the church and its church hall were long established land uses within the area.

The proposed retail store involves a much higher level of use from early morning until late evening, the proposed hours of business are given as 7am until 10pm, 7 days a week. The proposed car parking area occupies the bulk of land available at the site, adjacent the rear gardens of houses on Neville Avenue and adjacent 95 Luton Road, and the rear boundary. Servicing would be via North Drive close to the site frontage. The proposal indicates that an acoustic fence will be erected along the boundary with Neville Avenue and 95 Luton Road to reduce the potential noise impact of cars and people coming and going from the car park. Whilst concerns have been raised regarding noise levels from the proposal it is not uncommon for retail stores to adjoin residential property and with the acoustic fence and appropriate conditions including a restriction of store opening times and a restriction on the times of deliveries to the site it is considered that the retail proposal can be controlled to an acceptable level and therefore the proposal does not warrant a refusal on this ground.

Whilst some sites and developments including parks, shops or even bus shelters can be a focus of anti-social behaviour it is difficult to say with any conviction that the proposal will itself attract such unwanted attention. As with any site or development this is a site management issue and it would be responsibility of future occupants of the site to deal with in an appropriate and proportionate manner.

Other Matters

Employment - The application form states that 10 full time jobs and 15 part time jobs will be created by the retail proposal. Whilst this would be a significant benefit it would need to be counter-balanced against the expected reduction of trade at existing shops within the area which may ultimately result with existing jobs being lost.

Alternative Development - a number of local residents have commented that houses should be built on the site. However, this mixed retail with ancillary residential application has been assessed on its own merits and not on the basis that another form of development is more preferable to the one currently under consideration.

Flood Risk - the initial objection from the Environment Agency has been addressed with the submission of a revised Flood Risk Assessment and this objection to the application has now been removed.

Drainage - there would be a requirement for any development on the site to be drained on a separate foul and surface water system and this would be ensured via the imposition of appropriate conditions on any planning permission.

Archaeology - a condition requiring the photographic recording of the former church was imposed on the housing planning permission reference: 17/0042 and Lancashire County Council requested that the same condition be imposed on any approval of the current application. It is not clear whether this work has been carried out. This matter has been taken up with the agent and an update will be given prior to the meeting.

CONCLUSION

The application has raised considerable local and Member interest and there are a number of issues to consider with the application including the application of retail policy, the sequential test and impact on Local Centres, visual impact of the development on the character of the area, highway safety/ traffic generation/ car parking and servicing and the potential noise impact of the development.

Whilst it could be argued that there are some economic benefits and the provision of additional housing would weigh in its favour, these benefits are outweighed by the applicant not having satisfied the sequential test and due to the adverse impact of the proposed store on nearby designated Centres, including at Eastpines Drive. Any benefits are also outweighed by the visual impact of the proposed store on the streetscene and the character of the area. This is discussed in more detail above with reference to the relevant policies. Other matters have been addressed with the submission of amended plans and additional information or can be satisfactorily dealt with via appropriate conditions which could be imposed on any planning permission.

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

None

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.

BACKGROUND PAPERS

Planning Application file(s) relating to the application site references 14/0828 (erection of five houses), 17/0042 (erection of eight houses) and 18/0384 can be accessed via the link below:

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

Recommended Decision: Refuse

Reasons

1. The proposed development involves a Class A1 retail use outside a designated Town, District or Local Centre and there are considered to be sequentially more preferable site(s) for such development and hence if approved the proposal would undermine the Council's objectives of protecting the vitality and viability of existing designated Centres and set a precedent making it difficult for the Council to resist future applications for other out of centre retail proposals elsewhere in the Borough. The proposal is therefore contrary to Policy CS4 of the Blackpool Local Plan Part 1 : Core Strategy 2012-2027 and paragraphs 86, 87 and 90 of the National Planning Policy Framework.
2. The retail development would have a significant adverse impact on existing designated Local Centres within the catchment area of the application site including the Eastpines Drive Local Centre and hence would be contrary to paragraphs 89 and 90 of the NPPF and Policy CS4 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.
3. The proposed building would be an overly dominant and incongruous addition which would be out of character within the streetscene and significantly detrimental to the appearance of the area due to its size, massing, close proximity to the site frontages and prominent and exposed location of the application site. As such the proposal would be contrary to Policies LQ2, LQ3 and LQ4 of the Blackpool Local Plan 2001-2016, Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and paragraphs 124, 127 and 128 of the NPPF.
4. **ARTICLE 35 STATEMENT (NATIONAL PLANNING POLICY FRAMEWORK paragraph 38)**

The Local Planning Authority has sought to secure a sustainable development that would improve the economic, social and environmental conditions of Blackpool but in this case there are considered factors which conflict with the National Planning Policy Framework and policies of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and the Blackpool Local Plan 2001-2016, which justify refusal.

Advice Notes to Developer

Not applicable

general notes:
 do not scale the drawing.
 all dimensions to be checked on site prior to commencement of work and any discrepancy shall be immediately reported and resolved prior to work commencing. This drawing is to be read in conjunction with all relevant drawings and specifications relating to the job whether or not indicated on the drawing. Copyright reserved to mckassociates ltd. and this drawing may not be used or reproduced without prior written consent.



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Client:
 Melrose Construction Limited

Project:
 Development at
 North Drive/Luton Road
 Cleveleys

Drawing Title:
 LOCATION PLAN

Job No:
 18-003

Drawing No:
 500

Rev:

Drawn:
 PS

Checked:

Scale:
 1:1250 (A3)

Date:
 March 2018



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