

COMMITTEE DATE: [11/08/2014](#)

Application Reference: **14/0467**

WARD: Layton
DATE REGISTERED: 25/06/14
LOCAL PLAN ALLOCATION: No Specific Allocation

APPLICATION TYPE: Outline Planning Permission
APPLICANT: Minotaur Group

PROPOSAL: Erection of five two-storey dwellinghouses with associated car parking and access from Granby Avenue.

LOCATION: LAYTON INSTITUTE, WESTCLIFFE DRIVE, BLACKPOOL, FY3 7HG

Summary of Recommendation: Refuse

CASE OFFICER

C Johnson

INTRODUCTION

Although lacking the statutory protection of formal designation, recognition that a heritage asset has local significance through a process of local listing is a material consideration in determining planning applications. The Council seeks to protect locally listed buildings from demolition, unsympathetic alteration or extension and harm to their setting. The Layton Institute including its bowling green is on the local list for their local historical significance and group value in the streetscene.

Local listing criteria which have been suggested by English Heritage (EH) are age; rarity, aesthetic or design merit; group value; archaeological interest; historical association; landmark status; social value; documentation. These also incorporate elements from the conservation principles set out by English Heritage in their 2008 guidance.

Planning permission for development on the bowling green involving the erection of seven two-storey dwellinghouses with associated car parking, garages, landscaping and access from Granby Avenue (reference 12/0162) was refused by the Planning Committee at a meeting on the 23rd April 2012 for the following reasons:

- The proposed development would result in the loss of a community facility and the applicant has failed to demonstrate that there is no longer a need for the facility or that the green could not be adapted to provide an alternative community need or replacement facilities would be provided elsewhere, contrary to Policies LQ1 and BH21 of the Blackpool Local Plan 2001-2016 and Part 8 of the National Planning Policy Framework.

- The loss of the bowling green would have a detrimental impact of the group value and appearance of the Layton Institute and its architectural and historic value to the local area which currently contributes significantly to the townscape in providing a focal point of local, social and visual interest and significance. The proposal is therefore contrary to Policies LQ1, LQ2, LQ3 and LQ4 of the Blackpool Local Plan 2001-2016 and Part 12 of the National Planning Policy Framework.
- The proposed development would have a significantly detrimental impact on the residential amenities of the future occupiers of the proposed development by virtue of the density of development and close proximity to the boundary and rear elevation of the Layton Institute and trees along the boundary with the cemetery. As such it would constitute an over development of the site, resulting in an overbearing impact, noise/smoke nuisance, poor outlook, overlooking, loss of privacy, low levels of natural light and sun light and creating manoeuvring difficulties within the site. The proposal is therefore contrary to Policies AS1, LQ1, LQ3, BH3 and BH4 of the Blackpool Local Plan 2001-2016.
- The restricted access to the proposed development would be potentially detrimental to highway safety by virtue of the narrow width of the access road which would make access by emergency and servicing/delivery vehicles difficult and cause traffic conflict resulting in vehicles reversing long distances and negotiating corners in reverse gear and reversing into Granby Avenue. Furthermore, the lack of a pedestrian footpath across the site and inadequate levels of lighting would be potentially detrimental to pedestrian and highway safety. The proposal is therefore contrary to Policies LQ1, AS1, LQ3, LQ4 and BH3 of the Blackpool Local Plan 2001 - 2016.
- The proposal fails to provide convenient and accessible refuse storage facilities and would require future occupants to move refuse bins excessive distances to the nearest collection point on Granby Avenue. The number of bins which would be presented at a single collection point could also be excessive and present an obstacle in the highway for pedestrians and vehicles. The proposal is therefore contrary to Policies AS1, LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

SITE DESCRIPTION

The bowling green and ancillary space/buildings to the rear, within the same curtilage of the Layton Institute fronts Granby Avenue and has a site area of 0.163 hectares (1630 square metres).

The area around Granby Avenue to the north and west is predominantly residential in character, comprising two-storey semi-detached houses with small front garden areas and/or driveways. To the east is the busy Layton District Centre which is characterised by ground floor retail units on Westcliffe Drive, which is a major transport route connecting the Town Centre with Bispham and Poulton. There is a cemetery and established trees and bushes along the full length of the southern boundary of the bowling green.

The Layton Institute and bowling green is on the south corner of the Granby Avenue and Westcliffe Drive junction and the bowling green has an open aspect from Granby Avenue and from Westcliffe Drive. The Layton Institute is red brick building with white terracotta dressed bays and decorations and was built in 1925-6 by Mercer & Duckworth of Fleetwood and the bowling green was part of that original development.

The green has its own detached single storey building adjacent to the boundary with the cemetery to the south and this provides facilities for bowlers.

To the rear of the Layton Institute at ground floor, adjacent to the bowling green there is an outdoor seating area with retractable canopies to accommodate smokers. At first floor there are two large picture windows which give a view over the bowling green and two smaller windows. To the west of the Bowling Green is the side elevation and rear garden of 5 Granby Avenue. There are metal railings along the Granby Avenue boundary measuring approximately 1.7 metres in height.

DETAILS OF PROPOSAL

The application is for outline planning permission with matters applied for being access and layout only. Matters relating to design/appearance, landscaping and scale are reserved.

The proposal is for erection of five two-storey dwellinghouses with associated car parking and access from Granby Avenue.

Fronting Granby Avenue there would be two pairs of semi-detached dwellings and a detached dwelling located to the south of the site adjacent to the Jewish Cemetery and to the rear of the back garden at 5 Granby Avenue. Each dwelling would have two parking spaces. Three of the dwellings fronting Granby Avenue would have driveways accessed directly off Granby Avenue and the other two dwellings would have driveway access off a private access road off Granby Avenue which would also provide access to eight parking spaces for a proposed retail unit on the ground floor of the Layton Institute main building (details on corresponding planning application reference 14/0465).

The application is accompanied by a Planning Statement.

The Committee will have visited the site on 11th August 2014.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

1. Principle of development on the bowling green
2. Access to and around the proposed development and highway safety
3. The layout of the proposed development and the impact on residential amenity of future occupants

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

CONSULTATIONS

Built Heritage Manager:

I do not support the development of housing on the bowling green. The bowling green is contemporary with the building and is included in the local listing for its group value. The planning statement points out (para 7.2) policy HN4 which states that housing development will be permitted on derelict, vacant, underused and previously developed land within the urban area, provided the land is not needed to maintain amenity. The bowling green is not currently used as such by the club, and there is another club in the area, but it remains a vital piece of green space in what the planning statement (para. 7.4) concurs is an intensely

built up town. The bowling green could still be used as an outdoor space by the club, and the wider community, as a beer garden or pocket park for example.

In addition, policy CS6 of the emerging Core Strategy specifically states that urban green spaces will be protected and improved to enhance their quality and value to local communities and to Blackpool as a whole.

Blackpool Civic Trust:

Objects to this and the corresponding application 14/0465 - These applications are to radically alter the existing building, put a retail unit on the ground floor, and continue the 'pub' on the upper floor. Then to build five two storey houses on the bowling green behind the Institute. This seems to me to be a very bad plan indeed. The retail unit with associated access road and parking spaces will be very tight indeed and will certainly 'argue' with the pub and proposed houses. The bedrooms of the proposed houses will be on the same level as the 'pub', which is hardly conducive to family occupancy. Worst of all however is the building of the proposed five houses. These will severely crowd this location and take away a valuable green space with its amenity for the local community. The planning application suggests that this space is unused since the closure of the bowling club. This is untrue. It is used by a variety of groups for a variety of activities.

Head of Transportation:

1. The proposal site is located off the A584, Westcliffe Drive which is a key strategic route. The development proposed is opposite part of the District Centre where the demand for on-street parking is high. Whilst the proposal provides sufficient parking spaces for the number of units proposed, it will remove some of the on-street parking which is in short supply and required constantly.
2. Unit 5 is accessed via the access road off Granby Avenue, there is no designated footway available for future occupiers.
3. Bin storage is not shown for Unit 5, bin collection is unlikely to be undertaken from the access road and collection will be done from Granby Avenue. The bin drag distance exceeds 25m.
4. The creation of the off-street parking will remove precious on-street parking, may only be 5 car parking spaces but this demand will transfer elsewhere in the area which will be a nuisance to residents.
5. No lighting scheme is proposed along the access road to Unit 5.
6. Some existing on-street parking would be retained which would affect forward visibility.
7. The off-street parking proposed for Units 4 and 5 is odd, in the fact that access will be required via what could be a private access road linked with the retail use. The access road could be gated for security reasons which would be problematic for future residents.
8. The creation of the access road to the rear of the proposed retail unit, which is subject to a separate application (14/0465) and this proposal will intensify the use of Granby Avenue and may change the character of the street and could lead to conflict given the narrow width resulting in additional highway safety concerns

Head of Housing and Environmental Protection Services:

There needs to be consideration made for the storage of waste. There will be a requirement to house a minimum 3 wheeled bins for general refuse and recycling collection. These bins will need to be purchased from the Council by either the developer or the owner of the property.

Head of Parks and Greens:

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

United Utilities:

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

Police Architectural Liaison Officer:

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.

Fire Brigade:

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

PUBLICITY AND REPRESENTATIONS

Site notice displayed: 4th July 2014

Neighbours notified: 26th June 2014

Objections have been received from 6 and 10 Granby Avenue and 5 Alder Grove. The objections are summarised below:

- The appearance and design of the houses do not blend in with the area and would look out of place.
- The development would lead to the loss of a key heritage site as Layton Institute has protected status as part of a Local List of important buildings in Blackpool.
- The Bowling Green currently in place on Granby Avenue is a picturesque and tranquil part of the street, the proposal for houses and a retail development would change this completely.
- The houses would be next to the concert room on the 1st floor of the Layton Institute and the noise would mean future residents would be unable to open their windows in the summer months.
- The smoking area to the rear of the Layton Institute generates a lot of noise which would disturb future residents on the proposed houses.
- The fire escape at the rear of the Layton Institute would be compromised by the building of the new houses.
- Approximately ten on-street parking spaces on Granby Avenue would be lost leading to highway safety issues.
- Granby Avenue is too narrow for two way flow of traffic and providing an access road off Granby Avenue would make the current situation worse.
- An accompanying car park would be in use throughout the day, and with the parking all being for short stays, a big increase in cars coming and going down Granby Avenue is likely from this.
- The reasons that the previous application 12/0162 was refused are as pertinent today as they were then. The bowling green is still used as a community facility for family fun days with bouncy castles, face painting, children's games, stalls, karaoke etc and another even is planned in August in support of various local charities.

The appearance/design of the properties is not for consideration in this instance as the application relates to access and layout only.

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

NATIONAL PLANNING POLICY FRAMEWORK

The National Planning Policy Framework (NPPF) came into force in March 2012 and constitutes guidance for local planning authorities and decision-takers as a material consideration in determining applications.

The core planning principles in the NPPF include:

- local authorities always seeking to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- local authorities should encourage effective use of land by reusing land that has previously been developed provided that it is not of high environmental value.
- local authorities should conserve heritage assets in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of this and future generations.
- local authorities should deliver sufficient community and cultural facilities and services to meet local needs.

National Planning Policy Framework Part 6 - Delivering a wide choice of quality homes.

To boost the supply of housing, local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements.

National Planning Policy Framework Part 8 - Promoting healthy communities.

The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.

To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweighs the loss.

National Planning Policy Framework Part 12 - Conserving and enhancing the historic environment.

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including development affecting the

setting of a heritage asset) taking account of the available evidence and any necessary expertise. Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining an application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

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

LQ1	Lifting the Quality of Development
LQ2	Site Context
LQ3	Layout of Streets and Spaces
LQ4	Building Design
LQ6	Landscape Design and Biodiversity
LQ8	Energy and Resource Conservation
HN4	Windfall Sites
HN7	Density
BH3	Residential and Neighbour Amenity
BH10	Open Space in New Housing Developments
BH21	Protection of Community Facilities
NE10	Flood Risk
AS1	General Development Requirements
PO1	Planning Obligations

EMERGING PLANNING POLICY

The Core Strategy Proposed Submission was agreed for consultation by the Council's Executive Committee on 16th June 2014 and by the Council on 25th June 2014. The document was published for public consultation on 4th July 2014 for a period of eight weeks. Once this consultation period has closed, the intention is that the document will be submitted for consideration by an independent Planning Inspector through an Examination in Public in 2015.

The Proposed Submission has been informed by up-to-date evidence, including a new Fylde Coast Strategic Housing Market Assessment 2013 (SHMA), which provides an up-to-date assessment of housing needs for Blackpool and the Fylde Coast, and a 2013 Strategic Housing Land Availability Assessment (SHLAA) Update. The housing figure in Policy CS2 has been revisited in order to consider the SHMA outcomes as well as other evidence, including

the alignment of housing growth to economic prosperity and the level of housing considered realistic to deliver in the Borough. The 2013 SHLAA Update demonstrates a five-year housing supply in accordance with the requirements of the NPPF.

Policies in the Proposed Submission which are most relevant to this application are:

- CS2 Housing Provision
- CS6 Green Infrastructure
- CS7 Quality of Design
- CS8 Heritage
- CS9 Housing Mix, Density and Standards
- CS15 Health and Education

None of these policies conflict with or outweigh the provisions of the adopted Local Plan policies listed above.

ASSESSMENT

Principle of development on the bowling green

The bowling green has no specific allocation in the Blackpool Local Plan 2001-2016 but has not been identified as a site which has potential for housing development in the 2013 SHLAA Update which supports the Core Strategy Proposed Submission. This assessment demonstrates an adequate housing supply from more suitable sites elsewhere in the town, therefore the additional five houses proposed in this location are not required to help meet Blackpool's housing requirements in the Core Strategy Proposed Submission.

The bowling green is identified in the Blackpool Nature Conservation Statement (April 2008, updated May 2012) as 'open space'. Open space within Blackpool's urban area has important recreational, sports and visual amenity benefits and is highly valued by local communities. The Council will seek to safeguard all existing open space from inappropriate development unless exceptional circumstances can be demonstrated. This is supported by the NPPF (in particular paragraph 74), the National Planning Policy Guidance (NPPG) and a number of local plan policies.

The NPPG which came into force earlier in 2014 states that open space, which includes all open space of public value, can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks. It can provide health and recreation benefits to people living and working nearby; have an ecological value and contribute to green infrastructure (see NPPF paragraph 114), as well as being an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development (see NPPF paragraphs 6-10).

Policy BH21 of the Blackpool Local Plan 2001-2016 states that proposals which would lead to the loss of, or reduction in the size of, a community facility will not be permitted unless:

- (a) the facility is appropriately replaced, or
- (b) the applicant can demonstrate that there is no longer a need for the use of the facility or its alternative use to meet other community needs.

Policy HN4 of the Blackpool Local Plan 2001-2016 relates to windfall sites and states that housing development will be permitted on derelict, vacant, underused and previously developed land within the urban area, provided the land is not needed to maintain amenity.

Policy CS6 (Green Infrastructure) of the Core Strategy Proposed Submission seeks to reinforce the protection of existing green infrastructure. It states that the loss of green infrastructure will only be acceptable in exceptional circumstances where it is allowed for as part of an adopted Development Plan Document; or where provision is made for appropriate compensatory measures, mitigation or replacement; or in line with national planning policy (which in the case of this proposal means the requirements of paragraph 74 of the NPPF must be met).

The UK has an ageing population and it is considered important to provide, retain and protect existing suitable sporting assets and community facilities such as the Bowling Green at the Layton Institute and Policy BH21 supports this stance. Bowling is what gets many people out of the house and into the fresh air, keeping them fit and active. Bowling greens are part of social networks and community life for upwards of 400,000 people in the UK and this trend is set to increase with ageing demographics.

Following a debate in Westminster on 30th April 2014 regarding the protection of bowling greens, a letter was sent to Council Leaders and Chief Executives on the 9th June 2014 from Nick Boles MP (Planning Minister) and Stephen Williams (Department for Communities and Local Government). The letter confirms that the Government recognises that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. It makes clear that existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown them to be surplus to requirements, or that the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.

The Layton Institute Jubilee Bowling League had team members participating in a number of tournaments, including the British Crown Green Bowling Association Endsleigh Senior County Championship at Waterloo Bowling Green, Blackpool in July 2011, and the Institute was due to host the North West.

Although this bowling green has not been used for bowling since 2011, the area is still well maintained and used in conjunction with the Layton Institute for leisure purposes such as family fun days and fund raising events and is still considered as an important community asset, as is the Layton Institute.

The proposal does not include replacement facilities elsewhere and although the accompanying Planning Statement refers to a feasibility exercise, the agent has confirmed that no formal feasibility exercise has been undertaken. The applicant has not demonstrated that there is no longer a need for the bowling green, either as a bowling green or for any alternative community use, such as the way it is used currently for fund raising for charity, in association with the Layton Institute.

Furthermore, the loss of the bowling green as an ancillary leisure/ community space may affect the overall viability of the Layton Institute as an ongoing, sustainable community asset.

The loss of the bowling green without justification or replacement facilities is considered to be contrary to Policies HN4 and BH21 of the current Local Plan, Policy CS6 of the Core Strategy Proposed Submission and Part 8 of the NPPF. Furthermore, allowing development on this green would set a precedent for similar development at other privately owned bowling greens associated with struggling social clubs across the town.

Impact of the development on the Layton Institute as a historic asset

Although not on the national register of buildings with significant national architectural or historic interest, the Layton Institute and its bowling green are on the Local List which has been compiled by the Council, of buildings of significant local architectural or historic interest. The Layton Institute and its bowling green were recommended for adoption on to the Local List by the Planning Committee on 16th December 2013 and were formally adopted by the Cabinet Member on 2nd April 2014.

Part 12 of the NPPF states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining a planning application. The Layton Institute and bowling green are on the Local List and are therefore considered to be non-designated heritage assets as described in Part 12 of the NPPF and this is a material consideration in determining this planning application.

The main building and bowling green have a high amenity value in the streetscene and the Bowling Green provides urban green space relief against a densely developed area, especially when viewed against the backdrop of the undeveloped cemetery to the south. The loss of the bowling green along with two-storey development within close proximity (13 metres) of the rear elevation of the Layton Institute would have a significantly detrimental visual impact on the streetscene and on the setting of the Layton Institute, significantly reducing the site's high amenity value, group value and historic interest and would give the site a cramped appearance.

Policy LQ1 of the Blackpool Local Plan 2001-2016 states that all new development will be expected to be of a high standard of design and to make a positive contribution to the quality of its surrounding environment. Policy LQ2 of the Blackpool Local Plan 2001-2016 states that the new development proposals will be considered in relation to the character and setting of the surrounding area. Being a landmark building, the Layton Institute needs open space around it to protect its setting. The proposed housing development would be in close proximity to the west of the rear elevation. Putting the bowling green, its amenity value in the streetscene, its group value with the Layton Institute and its value as a community facility aside, there is not adequate separation distance between the Layton Institute and the proposed houses and this would therefore be detrimental to the appearance of this landmark building in the streetscene and detract from its local, social and historical significance, and hence the proposal would be contrary to Policies LQ1 and LQ2 of the Blackpool Local Plan 2001-2016 and part 12 of the NPPF .

Access to and around the proposed development and highway safety

The Layton Institute site is not within a designated shopping centre. However, to the east side of this section of Westciffe Drive is a busy District Centre and the demand for parking in the area is high.

Providing two double driveway access points off Granby Avenue would remove on-street parking provision for the general public along the frontage of the site. This would displace on street parking and could increase congestion in the area.

The proposed house to the rear/south of the site (Unit 5) would be accessed via a vehicle access road shared with two parking spaces associated with Unit 4 and eight parking spaces for a proposed ground floor retail use of the main Layton Institute building (corresponding application 14/0465 reported elsewhere on the agenda). No pedestrian footpath is shown for either the retail parking spaces or for Unit 5, leading to potential conflicts between vehicles and pedestrians. This would potentially be unsafe for pedestrians, particularly in the evening due to lack of natural surveillance and the perception of walking down a back alley. As there would be no footpath, it is not clear that streetlighting would be provided and this would further compromise pedestrian and vehicle safety.

No bin storage areas are shown on the submitted plans despite layout being one of the matters applied for. These details could be agreed at a later date either by condition or to be included in a reserved matters application. However, the proposed house to the rear of the site (Unit 5) would have a bin drag distance of approximately 64 metres to a bin collection point on Granby Avenue. This distance is considered excessive and is indicative of a poorly designed and over-intensive layout and hence would be contrary to Local Plan Policies LQ1, LQ3, BH3 and AS1.

The layout of the proposed development and the impact on residential amenity of future occupants

At first floor, the Layton Institute has two large picture windows and two smaller windows which look out over the existing Bowling Green. These windows would directly overlook the rear gardens of Units 3 and 4 and the front/side garden of Unit 5, leading to loss of privacy.

The proposed development would place family houses in close proximity (within 13 metres) to the rear elevation of a working men's club with a first floor concert room, which is used regularly to host late night concerts, shows and events and is licensed until the early hours of the morning. The rear of the Layton Institute is also used as an outdoor seating area for smokers.

A corresponding planning application (reference 14/0465) is reported elsewhere on the agenda for the use of the ground floor as a retail unit with the first floor use retained as the club use (currently a concert venue associated with the Layton Institute). Dividing the Layton Institute to provide two separate uses will result in more frequent deliveries, two bin stores, refrigeration and air conditioning units and potentially extending the hours that the building would be in use to include early morning opening times as well as late night closing times, the cumulative impact of which would be significantly detrimental to the amenity of future occupiers of the proposed dwellings as well as the amenity of existing residential neighbours in terms of noise nuisance.

Policy LQ3 of the Local Plan states that new development should be designed where buildings and main entrances front on to streets or spaces and secure private space is located to the rear.

Unit 5 would appear cramped and hemmed into the rear corner of the site with no street frontage and it would be in close proximity to 3 boundaries with little space to the rear or

either side. There are established trees along the boundary of the adjacent cemetery which would restrict levels of direct sunlight to Unit 5, especially during the winter months. Although no details have been supplied with this outline application, it is likely that Unit 5 would have to have a single aspect with the only outlook from fenestration on the front elevation facing east towards the rear of the Layton Institute, due to the proximity of trees at the cemetery and the privacy of neighbouring properties. It is considered that this would result in a poor quality home with low levels of residential amenity for the potential occupiers.

It is not considered that the existing working men's club and associated facilities or the proposed combination of a retail unit at ground floor with the first floor working men's club retained, are uses compatible in close proximity with residential properties and within the same curtilage. The associated noise and smoke late at night and increased activity around the site would be detrimental to the amenity of future occupiers of the houses, particularly Unit 4 and hence would be contrary to Local Plan Policies LQ1, LQ3, BH3 and BH4.

CONCLUSION

- The site has not been identified as a site which has potential for housing development in the 2013 SHLAA Update which supports the Core Strategy Proposed Submission. This assessment demonstrates a five-year housing supply in accordance with the requirements of the NPPF. Therefore the additional five houses proposed in this location are not required to help meet the housing targets in the Core Strategy Proposed Submission.
- The bowling green is identified as open space, which the Council seeks to protect and safeguard from inappropriate development in line with existing Local Plan/emerging Core Strategy policies and the NPPF, unless exceptional circumstances can be demonstrated
- The Government has made clear, in a letter to Council Leaders and Chief Executives in a letter dated 9th June 2014, that existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown them to be surplus to requirements, or that the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.
- The proposal does not include replacement facilities elsewhere and the applicant has not demonstrated that there is no longer a need for the bowling green, either as a bowling green or for any alternative community use.
- The loss of the bowling green as an ancillary leisure/community space may affect the overall viability of the Layton Institute as an ongoing, sustainable community asset.
- Allowing development on this green would set an unfortunate precedent for similar development at other privately owned bowling greens across the town.
- The main building and bowling green have a high amenity value in the streetscene and the bowling green provides urban green space relief against a densely developed area and building on the bowling green would have a significantly detrimental visual impact on the streetscene and on the setting on the Layton Institute, reducing the amenity value, group value, historic significance of the site.
- The proposal would lead to a reduction in the on-street parking provision in the area.

- The shared residential and retail vehicle access layout and parking would be detrimental to highway safety, particularly during the evening due to the lack of footpath and streetlighting.
- The bin drag distances for Unit 5 are excessive at approximately 64 metres and indicate a poorly designed and over-intensive layout.
- The general arrangement and placement of Unit 5 constitutes poor quality and unsatisfactory back land development with poor outlook, access and levels of natural light for potential occupiers.
- The existing fenestration at the rear of the Layton Institute would lead to loss of privacy and overlooking of proposed residential gardens.
- The existing working men's club use or the proposed mix of working men's club and retail with car parking (reported elsewhere) are considered to be incompatible with proposed residential uses in such close proximity and within a shared curtilage due to the activities associated with both the existing and proposed use of the main building and cumulative impacts of associated early morning/ late night noise, smoke, increased activity and vehicle movements.

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

Recommended Decision: Refuse

Conditions and Reasons

1. The proposed development would result in the loss of a community facility and the applicant has failed to demonstrate that there is no longer a need for the facility or that the bowling green could not be adapted to provide an alternative community need or replacement facilities would be provided elsewhere and would set a precedent for similar development on other privately owned bowling greens which would be difficult for the Local Planning Authority to resist in principle. As such the proposed development would be contrary to Policies LQ1 and BH21 of the Blackpool Local Plan 2001-2016 and Part 8 of the National Planning Policy Framework.

2. The loss of the bowling green would have a detrimental impact on the group value and appearance of the Layton Institute and its architectural and historic value to the local area which currently contributes significantly to the townscape in providing a focal point of local, social and visual interest and significance. The proposal is therefore contrary to Policies LQ1, LQ2, LQ3 and LQ4 of the Blackpool Local Plan 2001-2016 and Part 12 of the National Planning Policy Framework.
3. The proposed development would have a significantly detrimental impact on the residential amenities of the future occupiers of the proposed development by virtue of the density of development and its close proximity to the boundary and rear elevation of the Layton Institute and trees along the boundary with the cemetery. As such it would be an over development of the site, resulting in an overbearing impact, noise/smoke nuisance, poor outlook, overlooking, loss of privacy, increased vehicle movements and creating vehicle and pedestrian conflicts within the site. As such the proposal is contrary to Policies AS1, LQ1, LQ3, BH3 and BH4 of the Blackpool Local Plan 2001-2016.
4. The proposal fails to provide convenient and accessible refuse storage facilities and would require future occupants to move refuse bins excessive distances to the nearest collection point on Granby Avenue. The proposal is therefore contrary to Policies AS1, LQ1 and BH3 of the Blackpool Local Plan 2001-2016.
5. The proposed house at the rear of the site (annotated as Unit 5 on the submitted plans) would constitute unsatisfactory back land development with poor levels of residential amenity in terms of natural light, outlook and privacy and would appear cramped and hemmed in within the site given the close proximity of the proposed dwelling to the 3 side boundaries and lack of space around the building. It would therefore be contrary to Policies LQ1, LQ2, LQ3 and BH3 of the Blackpool Local Plan 2001-2016.

Advice Notes to Developer

Not applicable