

FOX PLANNING CONSULTANCY

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PLANNING STATEMENT INCORPORATING DESIGN AND ACCESS STATEMENT

**FULL PLANNING APPLICATION FOR
THE ERECTION OF 5 DETACHED BUNGALOWS
FOR THE "OVER 55's"**

**AT SITE OF FORMER BAGULEYS GARDEN CENTRE
MIDGELAND ROAD
BLACKPOOL
LANCS FY4 5HE**

25 January 2022

Contents:

- 1.0 Introduction
- 2.0 The Application Site
- 3.0 The Proposed Development
- 4.0 Site Ownership
- 5.0 Design
- 6.0 Access
- 7.0 Residential Amenity
- 8.0 Flood Risk
- 9.0 Drainage
- 10.0 Planning History
- 11.0 Local Housing Need
- 12.0 National Planning Policies And Guidance
 - 12.1 National Planning Policy Guidance
- 13.0 The Blackpool Council Plan 2019-2024
- 14.0 The Blackpool Local Plan And Core Strategy
 - 14.1 Blackpool Local Plan (June 2006) Saved Policies
 - 14.2 Blackpool Local Plan Part 1 Core Strategy (2012-2027)
 - 14.3 Blackpool Local Plan Part 2: Site Allocations & Development Management Policies
 - 14.4 Other Relevant Policy/Guidance
- 15.0 Conclusion

APPENDIX 1 - List of Submitted Documents

1.0 INTRODUCTION

This application is a resubmission of planning application ref 21/0850 which proposed seven dwellings. The layout has been revised and the Nos reduced to five dwellings in order to address the issues raised by the planning officer. In particular the current proposal incorporates the following revisions:

- Reduction from seven to five dwellings
- Enlarged area of public open space. This exceeds the policy requirements and has the benefit of providing a more spacious and open character to the development. The area of public open space being provided amounts to 1,289 sq m. The policy requires only 840 sq m based upon the requirements of 16 two bedroom dwellings @ 48 sq m per dwelling and 72 sq m for the single three bedroom dwelling.
- Increased rear gardens backing onto Stockydale Road
- Garage positioned a greater distance from Stockydale Road and featuring low hipped roofs in order to reduce the visual impact and safeguard the character of Stockydale Road
- A detailed Drainage Strategy Report has been submitted which demonstrates that the site can be satisfactory drained.

With regard to matters previously raised by neighbours it is again confirmed that the existing hedge along Stockydale Road will be retained and maintained at its existing height of around 2.8 metres. The existing gate entrance onto Stockydale Road will be permanently closed and a hedge planted in its place.

The site does not contain any trees. A tree previously adjacent to the site boundary with Stockydale Road was recently removed due to its proximity to the telegraph pole and overhead line.

A bat survey and tree survey are not required.

The current proposal seeks consent for a total of 5 No bungalows and including an extension to the previously approved area of public open space on the Phase One development. The proposal forms Phase Two integrated with the adjacent Phase One development on the site of the former Baguleys Garden Centre. The current application site and the former Baguleys Garden Centre site have together in recent years benefitted from planning consent for 36 and 22 dwellings. The Phase One development has recently been completed and is now occupied. The applicant owns the roadway and area of public open space shown edged blue on the site location plan.

The proposed bungalows for persons aged over 55 is consistent with the Phase One development and will similarly contribute towards meeting identified housing needs as identified in the Fylde Coast Strategic Housing Market Assessment (FCSHMA). The bungalows will meet the needs of both an ageing population (55 years and over) and those members of the population who may suffer from a disability or have restricted mobility.

The application site has a history of residential planning consents in conjunction with the Phase One development which is discussed below.

This report should be read in the context with the submitted drawings and reports.

2.0 THE APPLICATION SITE

The site is located to the east of Midgeland Road and north and west of Stockydale Road. The site has been incorporated in various planning approvals with the adjacent former Baguleys Garden Centre site. The site incorporated a small dog/kennels business. Historic aerial photographs dating back to the 1940s and 1960s show that the current application site was covered with glasshouses.

When the applicant purchased the application site in 2008 part of the site was being used for commercial dog breeding and there were around 5 dog kennels and an enclosed pound area on part of the site adjacent to the south boundary. These kennels have since been demolished.



The whole of the current application site was included within the red edge application site for the recent planning consent ref: 18/0642 for 12 dwellings.

Part of the current application site has been developed to provide the approved drainage infrastructure serving the adjacent 12 dwellings as shown in Fig 1.

Fig 1: The Elluc Dwg site layout incl drainage scheme approved under planning application 18/0642

The recently completed adjacent Phase One development of 12 houses was approved with development encroaching beyond the extent of the former Baguleys Garden Centre in the form of the drainage infrastructure storage tanks, the public open space, the road around the public open space and the garage of Plot 12.

Taking all of the above factors into account it is clear that a significant area of the site can be classified as brownfield.

3.0 THE PROPOSED DEVELOPMENT

The proposal is to develop the second phase of the development of the site with 5 bungalows as a continuation of the Phase One development of 12 bungalows. The development would continue the high standard of residential development consistent with the Phase One scheme and in keeping with area and the surrounding properties, many of which are bungalows. The overall development has resulted in

the removal of dereliction and enhancement to the character, appearance and amenity of the area.

All existing hedgerows on the site will be retained and a landscaping scheme will be submitted.



Fig 2: The Application Site edged red

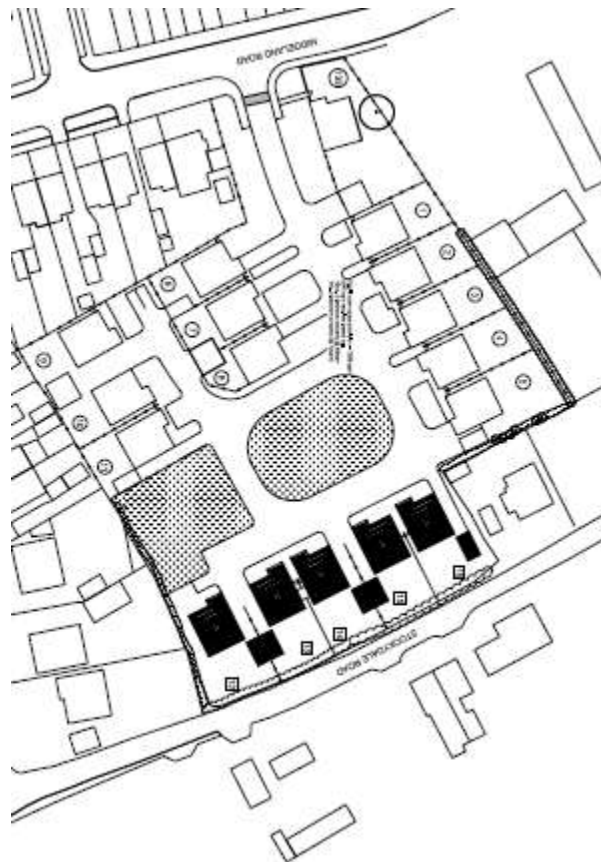


Fig 3: The Proposed Site Layout

4.0 SITE OWNERSHIP

The applicant currently owns the application site, the adjacent area of public open space and all the roadways associated with Phase One and Phase Two.

5.0 DESIGN

The architectural style of the dwellings and site layout was designed to complement the adjoining Phase One development which was approved by the Council in recognition that it respected the character and appearance of the area.

The bungalows have been designed to provide fully accessible accommodation that would also be suitable for disabled persons or those with restricted mobility thereby complementing the diversity of the housing stock.

The development recognises the market forces driving successful occupation of housing stock and an awareness of the requirement within the FCSHMA to provide dwellings that meet a need for both the elderly and members of the community who are disabled or suffer from mobility issues, has led to the continuation of the adjoining scheme of 12 bungalows which is nearing completion. The success of the Phase One development and its appeal to over 55's has resulted in a waiting list for the Phase Two development.

The quality and open character of the scheme is complimented by the proposed additional area of open space situated in the north west area of the site. This area already contains the drainage infrastructure for the adjacent 12 bungalows. The development of Phase Two is considered essential to compliment the residential amenity of the Phase One scheme.

The density of development is spacious and complies with the objectives of the Marton Moss Neighbourhood Plan objectives. The retention of the boundary hedge along Stockydale Road and the low height of the hipped roof bungalows will minimise the impact upon the rural character and visual amenity of Stockydale Road.

The proposal involves the continuation of the existing cul-de-sac road layout centred around the area of public open space with landscaping that will provide an attractive focal point for the development.

The proposed house types are similar to the new dwellings on Phase One that are currently nearing completion. Two house types are proposed, each are true bungalows with all accommodation situated on the ground floor. Three House Type As and two House Type Bs are proposed. Each bungalow has two bedrooms, kitchen/lounge, bathroom, en-suite, utility/store and a single detached garage. Plot 16 has a single detached garage and two double unit garages are proposed to provide semi-detached single garages to Plots 13-15.

The bungalows and garages have hipped/pitched roofs. The proposed external materials are set out in the submitted Schedule of Materials. The use of Hanson Rannock red-multi facing brick or champagne coloured K Rend for the external walls with Marley Modern Anthracite roof tiles will complement the adjacent development. The proposed materials have been selected to match the traditional styles of the locality, but are sufficiently varied to allow a mix of external finishes that add a slight variety to the site.

6.0 ACCESS

Access to the site is off Midgeland Road via the existing estate road for the adjacent Phase One development currently being undertaken by the applicant. The road layout involves a continuation of the existing cul-de-sac arrangement around the central area of public open space which is combined to serve Phase One and Two.

There are no unacceptable impacts on highway safety and the Council's Highways Officer has previously agreed the access layout onto Midgeland Road to secure a safe access/egress at the site.

It is anticipated that the highway will remain unadopted.

Car parking is provided to required levels in the form of detached garaging and off-street driveway parking for each dwelling.

Pedestrian access is singular from the road junction at Midgeland Road and connects directly to the local highway/footpath infrastructure.

In terms of accessibility bus stops accessing routes in both main directions are within walking distance of the site. The site is close to local amenities, shops, employment, schools etc.

The site levels, circulation, and building configuration are designed to and will be compliant with Part M of the Building Regulations to ensure inclusive access for all.

7.0 RESIDENTIAL AMENITY

The proposed bungalows are situated around an area of open space providing an attractive setting for the development and enhancement linking with the Phase One development.

The properties exceed the minimum separation distances and would achieve a high level of amenity and privacy.

The proposed development would provide good quality homes with a good standard of amenity for future occupiers and no adverse impacts on residential amenity are anticipated.

8.0 FLOOD RISK

The application site measures 0.67 hectares and is situated within Flood Zone 1, which is classified as not being at risk of flooding. The proposed development would not exacerbate flood risk off the site. The size of the site being less than one hectare does not necessitate the submission of a FRA.

9.0 DRAINAGE AND FINISHED FLOOR LEVELS

The submitted Drainage Strategy Report compiled by Hamilton Technical Services demonstrates that the site can be adequately drained. It is proposed that the drainage of the proposed development will connect with the drainage infrastructure

approved for the adjacent Phase One development of 12 bungalows including surface water attenuation under the area of public open space.

Hamilton Technical Services Dwg No C-0995-03 – Phase 2 SW Catchment Areas Plan shows the proposed finished floor levels (contained within the submitted Drainage Strategy Report).

10.0 PLANNING HISTORY

The application site has previously been included within the application site of separate planning approvals for housing as part of the overall development identified as the former Baguleys Garden Centre Site as set out below.

- Planning application 12/0894 granted outline consent for up to 36 houses on 13 November 2013.
- Full planning application 18/0642 for 12 bungalows and an area of public open space comprises the adjoining Phase One scheme with which the currently proposed Phase Two development integrates. The approved red edged application site encompassed the whole of the Phase Two area and included the drainage infrastructure works.
- Reserved matters application 16/0196 for 22 houses was granted on 16 May 2016.

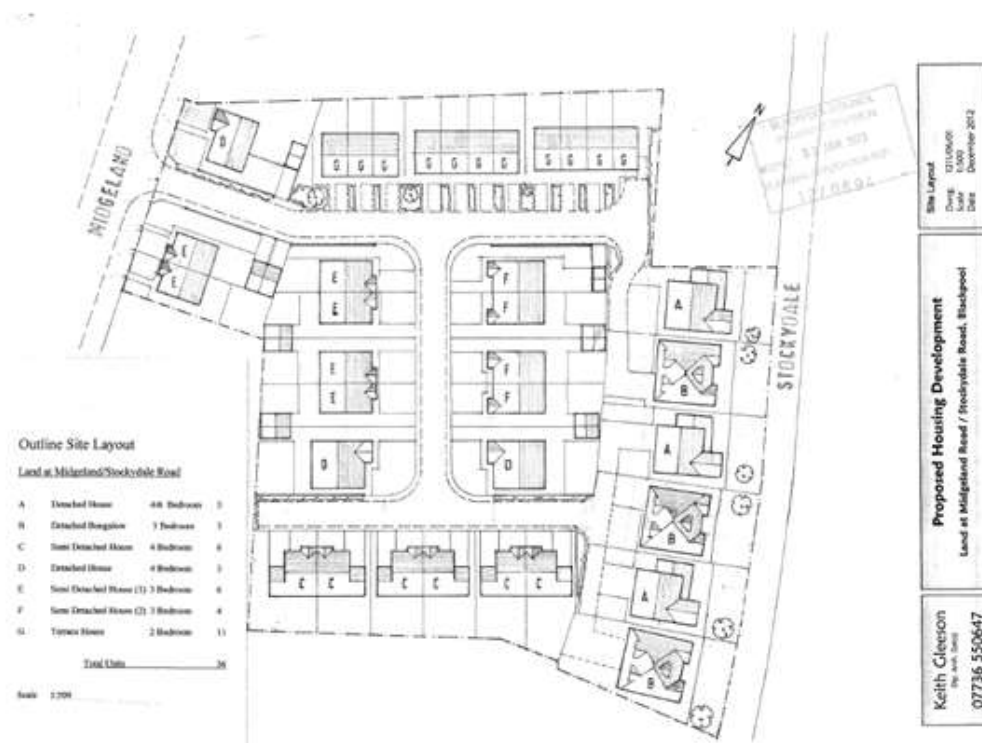


Fig 4: The site layout submitted under outline application 12/0894



Fig 5: The approved layout under Reserved Matters consent 16/0196

- A further planning application, ref 17/0301, for the erection of 4 detached dwellings on the site described as land adjacent to 27 Stockydale Road was refused on 30 August 2017. The application site included the whole of Phase Two and part of Phase One development. The application was refused on highway grounds, no other reasons for refusal were raised. This application sought to provide an amended scheme on part of the site that already had an extant planning consent. The applicant did not appeal, instead decided to pursue the development with access from Midgeland Road as previously approved in the 2013 and 2016 consents.
- Application 18/0077 for the erection of four dwellings on land adjacent to 27 Stockydale Road was presented to the Planning Committee on 14 August 2018 with a recommendation to defer for delegation an approval with 21 planning conditions. The officer report stated that the proposal accords with Priority One of the Plan – The Economy – Maximising growth and opportunity across Blackpool and Priority Two of the Plan – Communities – creating stronger communities and increasing resilience. The proposed development with access off Stockydale Road required off-site highways works on land that was not within the ownership/control of the applicant and could not be achieved. Hence the Committee refused the application on 14 August 2018 on highway grounds.

It is clear from the planning history that the site has been supported for residential development since 2013 and that in 2017 and 2018 the Planning Officers supported the principle of residential development and the refusals related only to highways issues. Those highway issues related to the use of Stockydale Road which is not proposed as part of the current application.

Planning application 18/0642 initially proposed 22 dwellings however the application was amended following the advice of the planning officer involving a reduction to 12 dwellings with an area of public open space. The red edge of the application site included the whole of the current application site. In the Phase One scheme approved under 18/0642 the current application site was shown as an undeveloped area except for some drainage infrastructure works. This current application seeks to

develop the remainder of the land now described as the Phase Two area that was included within the red edged application site. Taking into account the red edge approved under application 18/0642 it can be argued that the current application site relates to the extant consent of 18/0642 in addition to being the subject of the above 2013 and 2016 outline and reserved matters consents.

The whole of the former Baguleys site in addition to the current application site had the consent under planning application ref: 12/0894 for outline approval for up to 36 dwellings. However the subsequent Reserved Matters consent for 22 No dwellings, granted under application ref: 16/0196, expired on 28 September 2018.

In the committee report dated 14 August 2018 for application 18/0077 which includes the whole of the Phase Two area, under the headings, "Assessment" – "Principle", it stated:

"The principle of residential development on the application site has been established as acceptable through the grant of outline planning permission and reserved matters approval for a new housing estate on the land at the former Baguley's Garden Centre and the application site. This wider site incorporated the application site. As this development has been commenced, the planning permission is extant...."

11.0 LOCAL HOUSING NEED

The provision of housing for persons aged over 55 years old is proposed to meet an identified as part of the Blackpool in the Fylde Coast Strategic Housing Market Assessment (FCSHMA).

The application site has previously been included in conjunction with the Phase One development area as part of developments for 36 and subsequently revised to 22 houses. The Council's Housing Market Report (HMR) 2017-2018 included both the Phase One and current Phase Two area identified as the "former Baguleys Site", being identified under application 16/0196 as a committed site for 22 No dwellings on a site area of 1.75 hectares.

The expiry date of 27 September 2018 is stated and unfortunately application 16/0196 expired before the applicant had the opportunity to discharge all the pre-commencement planning conditions.

Blackpool's Housing Monitoring Report (HMR) (2019 – 2020) published January 2021 sets out the housing situation as at 31 March 2020. It states the requirement of a five-year supply of deliverable housing sites and also for years 6 – 10 and, where possible, also for years 11 – 15. The HMR 2019-2020 confirms the commitment for 12 houses on the adjacent part of the former Baguleys Site (Phase One) under application 18/0642 with a site area of 1.08 hectares.

Taking into account the various planning approvals for residential development on the site, and the Council's identified need for aged persons' accommodation in Blackpool it is submitted that the Phase Two proposal is consistent with the NPPF and the housing needs of the Borough.

The Housing Plan for the Ageing Population 2017-2020 acknowledges that the town has a large and growing older person population that needs appropriate housing.

Objective 6 refers to the need for specialist housing that meets the needs of older people. The proposed development seeks to meet the needs of older people in the provision of bungalows for the over 55s.

The FCSHMA document covers the three Fylde Coastal authorities of Blackpool, Fylde and Wyre. The proposal for bungalows reflects the requirement to provide for housing to meet the requirements of an ageing population as identified in the Fylde Coast Strategic Housing Market Assessment (FCSHMA).

Paragraph 7.73 states:

“As the analysis throughout the SHMA has shown the ageing of the population within all of the Fylde Coast authorities and indeed England will have a notable impact on the changing profile of households. This is illustrated when considering in particular projected changes in one person and couple households without dependent children which are the categories in which most older persons households are defined”.

Paragraphs 7.75 and 7.76 state:

“Across all three authorities it is evident that the increase represented by older person households within both of these household categories is significant. Under all of the scenarios they constitute the vast majority of couple households and a significant proportion of one- person households.

This growth in these older person household types reflects the ageing of the population with the reclassification of households as older person single or couple households once children move out. It is evident given the scale of change that consideration needs to be given to meeting the changing needs of these households”.

Further, Paragraph 7.77 states:

“In considering these needs it is important to reflect on the fact that a substantial proportion of older person households currently under-occupy their stock. It is likely, based on household aspirations and the limited availability of alternative housing options, that this trend continues without a fundamental change to the overall stock profile through new supply. This has an implication in considering the provision of an appropriate level of housing suitable to meet the needs of this group over the plan period. There exists the potential to ‘free up’ existing family housing through the provision of appropriate accessible dwellings which match the aspirations of a growing older person cohort”.

In terms of older peoples housing, paragraph 10.4 states;

“It is necessary to provide housing for older people to enable them to live independently at home for as long as possible, as well as providing a range of more specialised older persons accommodation, reflecting the context of an ageing society in the UK”.

Table 10.1 of the FCSHMA, deals with “Projected change in older persons (2011 – 2030)”. This identifies the following projected increases in the identified age ranges in Blackpool, as follows:

- 65 - 74 - 15% increase
- 75 – 84 - 20% increase
- 85+ - 36.3% increase

Paragraph 10.6 states:

“As shown, the older person population is forecast to significantly grow in the period to 2030, with the most substantial increases in Fylde and Wyre. Across the Fylde Coast, the older person population in 2030 will grow by over 25,000 people, with Wyre and Fylde accounting for around 40% and 35% of this growth respectively”.

In a nutshell, these figures prove that 1) we (as a population) are living longer and that, 2) we need to provide appropriate accommodation to suit an ageing population. The proposal for 12no bungalows makes provision for the housing needs of an ageing population in Blackpool as identified in the FCSHMA (2014).

Paragraph 50 of the Executive Summary states:

“Older people – the population of 65+ residents is expected to grow across the Fylde Coast authorities, with increases of 19.4%, 33.8% and 41.2% in Blackpool, Wyre and Fylde respectively. There is particular proportional growth forecast in the 85+ age bracket, which will necessitate the provision of specialised accommodation to meet specific housing requirements. The tenure of older persons housing also provides an indication of the kind of housing required, with older persons in the Fylde Coast typically opting to own their own home – at a higher rate than seen nationally. There is also a lower level of reliance on the social rented sector for older persons accommodation, although there are more instances of private renting”.

It is clear that the proposal would make a positive contribution towards providing appropriate housing and meeting an identified need of ageing population within Blackpool. The proposal to provide accommodation for persons aged over 55 will enable residents to downsize their homes and facilitate the freeing-up of larger family homes and this is an important aspect of sustainable development. The FCSHMA also notes that by providing such suitable accommodation, that family sized properties will then be freed-up by older persons downsizing to appropriate property that suits their age and needs.

12.0 NATIONAL PLANNING POLICIES AND GUIDANCE

The NPPF was revised in 2021. It retains the key objective of achieving sustainable development and hence there is a presumption that planning applications proposing sustainable development ought to be approved. It provides advice on a range of topics and is a material planning consideration in the determination of planning applications.

The parts most relevant to the proposed development are:

- 5 - Delivering a sufficient supply of homes
- 8 - Promoting healthy and safe communities
- 9 - Promoting sustainable transport

- 11 - Making effective use of land
- 12 - Achieving well-designed places
- 14 - Meeting the challenge of climate change, flooding and coastal change
- 15 - Conserving and enhancing the natural environment

Sustainability comprises economic, environmental and social components. Sustainable development implies a preference for developing brownfield land and part of the site can be classified as partly brownfield and the proposed development would result in the removal of degradation and enhancement.

Economically, the construction of the development would support employment in terms of the applicant's staff who all live locally and also local contractors. Employment in the building trades, materials supplies, local architectural, surveying, legal and estate agents' services would be generated during construction and sales of the dwellings. Additionally the creation of new residential units would make a positive contribution towards the local economy in terms of the new residents supporting local shops and services.

The existing site is largely a derelict brownfield site which has not for several years made any meaningful contribution to agriculture or any other rural business operation and, given its size and location surrounded by housing on three sides, has negligible potential for reuse for commercial purposes. The site is within walking distance of local schools, shops and bus routes and there are nearby employment opportunities. The proposal is considered to be economically sustainable.

Environmentally, the development would not result in any unacceptable impacts on trees or biodiversity at/near to the site as a result of the proposed development. Additional landscaping would enhance the appearance of the site and make a positive contribution towards biodiversity. Given the brownfield nature of the site it is clear that visual enhancements would result from the removal of dereliction. The development of Phase Two would enhance the outlook and residential amenity of the existing and imminent residents of the Phase One development by completing the road layout and providing the larger area of public open space with associated landscaping.

Environmental controls will prevent any unacceptable impacts on air, land or water quality. Biodiversity will be safeguarded and enhanced through landscaping and other ecological enhancements such as bird boxes. The development would not have an unacceptable visual impact and the design of the properties is in-keeping with the adjoining Phase One housing development which is nearing completion. The development would not be at risk of flooding and would not exacerbate flood risk elsewhere.

The NPPF contains the requirement that Local Planning Authorities should maintain a minimum of a five-year supply of deliverable housing sites. Each LPA is required to publish a Housing Monitoring Report and five-year housing supply statement to indicate their current housing supply situation. Having previously benefited from planning consent and being considered a sustainable development of a largely brownfield site in a sustainable location the principle of housing on the site accords with the NPPF and meets an identified social need for aged persons accommodation.

The proposal accords with the NPPF.

12.1 NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The National Planning Practice Guidance (NPPG) expands upon the NPPF and provides clarity and additional guidance. The most relevant sections to this application are:

- Design
- Flood risk and coastal change
- Health and well-being
- Natural environment
- Planning obligations
- Travel plans, transport assessments and statements in decision-taking

The proposal accords with the NPPG.

13.0 THE BLACKPOOL COUNCIL PLAN 2019-2024

The Council Plan sets out two priorities. The first is ‘the economy: maximising growth and opportunity across Blackpool’, and the second is ‘communities: creating stronger communities and increasing resilience.

This application accords with both priorities.

14.0 BLACKPOOL LOCAL PLAN AND CORE STRATEGY

Local Plan Part 1 Core Strategy was adopted by the Council on the 20 January 2016. Policies in the core strategy replace many of the policies of the Blackpool Local Plan 2001-2016. The core strategy along with the 'saved' policies are set to be used to determine planning applications and priorities for the town over the plan period (2012-2027).

The application site is a largely brown field site located in an area identified as countryside and also within the Marton Moss Strategic site which has been identified for development subject to the adoption of a Neighbourhood Forum document.

The identified housing need and the provision of aged persons housing supported by policy together with the planning history of the site are however material planning considerations that justify approval ahead of the adoption of the Marton Moss Neighbourhood plan.

The site clearly relates to and is seen in context with the adjacent new housing development on the adjacent former Baguleys Site, together with other housing development in the urban area along Midgeland Road. The site has previously clearly been “counted” towards the council’s five-year supply figure. As such, this is considered to be a material planning consideration of weight, when considering this application. The Council has previously relied upon this site to provide their required five-year supply figure. As the Council’s HMR states, they should also provide sufficient housing land for years 6 – 10 as well (and where possible, for years 11 – 15).

The site lies within the Marton Moss strategic site, however it is seen as part of the urban area along Midgeland Road. It is not in a flood zone and is not constrained by any other designation or constraint. In approving the previous application for the 22 dwellings (16/0196) it was clearly considered that the development would not be harmful to the countryside/Marton Moss site. The Marton Moss Strategy supports the development of this site and it would seem perverse to not support this application in light of this and the planning history of the site.

14.1 BLACKPOOL LOCAL PLAN (JUNE 2006) SAVED POLICIES

The following saved policies in the Plan 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
- BH3 - Residential and Visitor Amenity
- BH10 - Open Space in New Housing Developments
- AS1 - General Development Requirements (Access and Transport)

14.2 BLACKPOOL LOCAL PLAN PART 1 CORE STRATEGY (2012-2027)

The Blackpool Local Plan: Part 1 Core Strategy (2012-2027) was adopted by the Council in January 2016. The following policies are most relevant to this application are:

- CS1 Strategic Location of Development
- CS2 Housing Provision
- CS6 Green Infrastructure
- CS7 Quality of Design
- CS9 - Water Management
- CS11 - Planning Obligations
- CS12 - Sustainable Neighbourhoods
- CS13 - Housing Mix, Density and Standards
- CS14 - Affordable Housing
- CS15 - Health and Education
- CS26 - Marton Moss

Approval of the previous outline and the Reserved Matters applications for this site demonstrates that the Council has previously considered the principle and details of development on this site as falling in compliance with the above policies. The proposed design and layout is similar to the previous approvals and hence it is considered that both the principle and details of the development ought to be supported.

Policy CS13 requires new residential development to provide an appropriate mix of quality homes which would help to rebalance Blackpool's housing supply, having regard to the specific character, location and viability of the site and making the most efficient use of land.

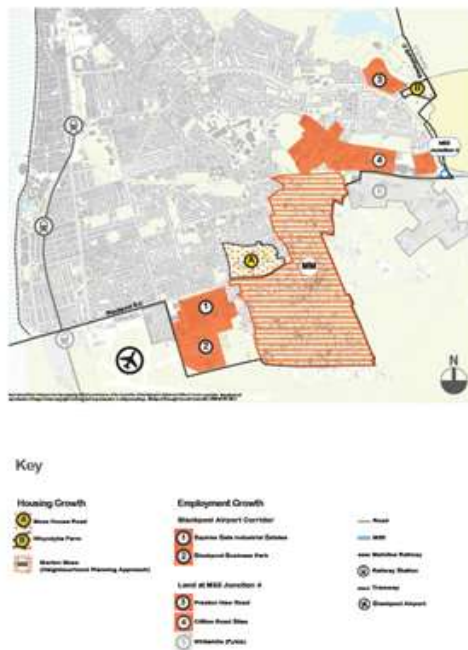
The development would deliver five accessible, detached dwellings for aged person's accommodation in a sustainable location.

Policy CS14 relates to affordable housing and for developments of between 3 and 14 houses, outside of the Inner Area, the policy requires a contribution towards off-site provision of affordable housing in accordance with the calculations in an Affordable Housing SPD. However, at this point the Affordable Housing SPD has yet to be finalised or published for consultation and therefore no contribution towards affordable housing provision for smaller sites can currently be justified. Furthermore the proposed restriction for persons over 55 years is a material planning consideration.

Policy CS6 requires development to incorporate new or enhance existing green infrastructure and confirms that financial contributions will be sought from development for open space and green infrastructure. Saved Policy BH10 requires developments of three or more residential units to make a financial contribution towards the provision or improvement of off-site public open space.

Given the small scale of the development and provision of aged persons accommodation, no contributions towards health or education would be required.

Figure 18: South Blackpool Growth and Enhancement



In 2017 the residents of Marton Moss were asked by Blackpool Council if they wanted to have a say in the future development of the area. The majority who responded said that they did want to have a say. The Council formally designated the Marton Moss Neighbourhood Area and the Marton Moss Neighbourhood Forum on the 26th March 2019, following a six week consultation period which ran between 21st January 2019 and the 4th March 2019.

The site, together with the majority of the adjoining Phase One housing development, is located within the Marton Moss Neighbourhood Forum area (orange hatched area) as shown in the Core Strategy excerpt opposite.

Policy CS26 states:

Policy CS26: Marton Moss

1. The character of the remaining lands at Marton Moss is integral to the local distinctiveness of Blackpool and as such is valued by the local community. A neighbourhood planning approach will be promoted for

this area to develop neighbourhood policy which supports the retention and enhancement of the distinctive character, whilst identifying in what circumstances development including residential may be acceptable.

2. Prior to developing a local policy framework through the neighbourhood planning process development on the remaining lands of the Moss will be limited to:

- a. Conversion or change of use of existing buildings for agricultural or horticultural purposes
- b. Outdoor recreational uses appropriate to a rural area
- c. New homes that meet the requirements of NPPF paragraph 55
- d. Extensions or replacement dwellings in keeping with the scale and character of the area and not exceeding 35% of the original ground floor footprint of the existing dwelling.

Para 8.24 states:

8.24 Whilst there is support to safeguard the essentially green open nature of the Moss, at the same time there is the view that the Countryside Policy in the current Blackpool Local Plan (2006) is overly restrictive. Proposing a neighbourhood planning approach therefore provides the community with the opportunity to directly determine the future for their area improving the interest and value of the Moss lands. Policy CS26 does not propose any housing development on the remaining lands on the Moss unless this emerges through the neighbourhood planning process from the community, in which case it will be set out in a Neighbourhood Plan or a Site Allocations Development Plan Document.

In this case the planning history of the site is relevant with outline and reserved matters consents having been approved for the development of housing on the current application site. The Marton Moss Neighbourhood Forum supports the principle of residential on this site linking with the adjacent Phase One housing. Para 55 of the NPPF supports housing developments that meet identified needs. In this case the development will meet the identified housing needs for aged persons accommodation and the development complies with criterion 1 of Policy DM3 Supported Accommodation and Housing for Older People. Therefore on balance, taking all these factors into account, the proposal does not conflict with Policy CS26. The brownfield nature of part of the site and opportunities for regeneration and enhancement is also a material planning consideration.

On balance it is considered that the proposed development would not conflict with the NPPF or any development plan policies. The proposal would not conflict with the Marton Moss Neighbourhood Forum therefore on the basis that the development specifically accords with the NPPF Para 55 and criterion 1 of Policy DM3 Supported Accommodation and Housing for Older People. Therefore it is submitted that there is no sound basis to resist the development.

Socially, the scheme would provide good quality aged persons accommodation that meets an identified need. The scheme would contribute towards the borough's housing provision two-fold firstly via the provision of two bedroom aged persons housing and secondly by potentially freeing-up family sized dwellings within the

existing housing stock as existing residents down-size their homes towards their retirement.

14.3 THE BLACKPOOL LOCAL PLAN PART 2: SITE ALLOCATIONS AND DEVELOPMENT MANAGEMENT POLICIES

Blackpool Local Plan Part 2: Site Allocations and Development Management Policies (emerging policies) have been subject to an informal consultation exercise and will be subject to formal consultation later in 2021. At this point in time limited weight can be attached to the proposed policies. The following policies in Part 2 are most relevant to this application:

- DM3: Supported Accommodation and Housing for Older People
- DM1 Design Requirements for New Build Housing Development
- DM17 Design Principles
- DM21 Landscaping
- DM31 Surface Water Management
- DM35 Biodiversity
- DM36 Controlling Pollution and Contamination
- DM41 Transport requirements for new development

Of particular relevance is Policy DM3 Supported Accommodation and Housing for Older People. It is considered that the proposal meets the requirements of Criterion 1 as set out below:

3.32 Supported Accommodation ensures those with support needs can lead a healthy and fulfilling life within their own home and community. Supported housing services range widely, but they all play a crucial role in providing a safe and secure home with support for people to live independently. Housing for Older People refers to those people over or approaching retirement age, including the active, newly retired, through to the very frail. This type of housing can include accessible adaptable general needs homes, specialised housing with support and nursing homes.

3.33 Policy DM3 provides specific criteria to ensure that there is a sufficient supply of a range of good quality and well managed accommodation for older people and people with specialist needs close to their own communities.

Policy DM3: Supported Accommodation and Housing for Older People

1. Proposals for supported accommodation (falling under Sui Generis or Use Class C2) and housing for older people (falling under Use Class C2 or C3) will be permitted where the development meets all of the following criteria:
 - a. there is a demonstrable need for the type of accommodation in Blackpool and is targeted at meeting the needs of local residents and supported by the relevant commissioning managers where appropriate;
 - b. the site or property is suitable to meet the needs of the intended occupiers, carers and visitors;
 - c. the site has a good level of accessibility to public transport, shops, services and community facilities appropriate to the intended occupiers;
 - d. sufficient good quality and accessible landscaped amenity areas for residents and visitors to enjoy;
 - e. contributes positively to the creation and maintenance of healthy and balanced communities;

- f. the scale and intensity of the use would not have a harmful effect on the amenities of the occupiers of adjacent properties;
- g. the proposal maintains or enhances the residential character of the surrounding neighbourhood;
- h. a detailed Management Plan is submitted.

2. In order to protect the character and amenities of residential areas and avoid any undue concentration of Supported Accommodation and/or Housing for Older People (other than older person independent living schemes (use class C3)):

- a. no more than 10% of any one block will be permitted in such use
- b. no supported accommodation or housing for older people will be permitted where there is evidence of an existing property meeting similar needs within 400 metres.

Supported Accommodation

3.34 Supported Accommodation is any housing where accommodation is provided alongside care, support or supervision to help people live as independently as possible in the community. This includes:

- Accommodation for young people, e.g. children's residential care homes and semi-independent living for 16-18yr olds
- Accommodation for older persons
- People with learning, mental health and physical disabilities
- Emergency accommodation, e.g. for people at risk of homelessness or domestic abuse
- Rehabilitation accommodation, e.g. for people recovering from homelessness or drug or alcohol dependency; or offenders and ex-offenders

3.35 Supported accommodation also includes include hostels, care homes and other types of accommodation that is built, adapted or managed to meet specialist needs. This type of development may also offer accommodation on a temporary or longer term basis.

3.36 C2 uses and hostels³

(Use Class sui generis) are typically more intensive than C3 residential uses and over concentrations of C2 and sui generis uses can also be detrimental in residential areas due to increased pressures on parking, increased comings and goings and increased noise and refuse.

14.4 OTHER RELEVANT POLICY/GUIDANCE

Supplementary Planning Guidance Note 11: Open space: provision for new residential development and the funding system – this document was adopted in October 1999 as sets out the amount of open space required per person and per property depending upon size. It also sets out the equivalent financial contributions that can be made in lieu of on-site provision. The proposed development accords with the open space requirements.

The National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high-quality places and buildings. The guide articulates that a well-designed place is

made up of its character, its contribution to a sense of community, and its ability to address the environmental issues affecting climate.

The National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.

Department for Communities and Local Government Technical Housing Standards – Nationally Described Space Standards – this document was published in March 2015 and sets out the national minimum standards for new homes. These standards have yet to be adopted for new build dwellings in Blackpool.

15.0 CONCLUSION

The proposal involves the redevelopment of a partly brownfield site which forms Phase Two and would integrate with the adjoining Phase One residential development on the former Baguleys Garden Centre which is currently nearing completion. It is clear from the road layout, public open space position and drainage infrastructure that the approved Phase One layout was designed to accommodate and provide integrated access, drainage infrastructure and public open space provision with the Phase Two development.

The planning history of the site is a relevant material planning consideration and indicates a consistent support for the residential development on this Phase Two area in conjunction with Phase One with access off Midgeland Road. The adjacent Phase One development of 12 houses was approved with development encroaching beyond the extent of the former Baguleys Garden Centre in the form of the drainage infrastructure storage tanks, the public open space, the road around the public open space and the garage of Plot 12 – this reflects the consistent planning support for the development beyond the extent of the former Baguleys Garden Centre. There has never been any intention to leave the remainder of the site comprising the current Phase Two area as undeveloped and derelict. The removal of dereliction via the development of this attractive housing layout would complement and enhance the adjacent development. The partly brownfield nature of part of the site and opportunities for regeneration and enhancement are also material planning considerations.

The proposed bungalows would integrate well with the design and layout of the Phase One development and would have less impact on surrounding properties than that of the higher density development and designs of earlier approvals. No unacceptable amenity impacts or detrimental impacts on highway safety would result. The development would enhance the residential amenity of the Phase One dwellings and the wider area in general by the removal of dereliction and the provision of landscaping and an enlarged area of open space.

The density of development is spacious and complies with the objectives of the Marton Moss Neighbourhood Plan objectives. The retention of the boundary hedge along Stockydale Road and low height of the bungalows will protect the rural character and visual amenity of Stockydale Road.

The development will make a positive contribution towards the maintenance of a five-year supply of deliverable housing sites in a sustainable and accessible location with

good links to all the usual urban facilities of schools, shops, public transport and employment.

The Phase One bungalows have proved to be in high demand and the applicant has a waiting list of local persons who want to down-size from their family sized homes and move into bungalows on the site for their retirement. Similar to the Phase One development the bungalows have been designed to meet a need for older persons housing providing fully accessible accommodation that would also be suitable for disabled persons or those with restricted mobility. This meets the Council's identified need for aged persons homes as set out in the FCSHMA and supported by emerging Policy DM3 Supported Accommodation and Housing for Older People and complies with the social aims of the NPPF. The emerging status of Policy DM3 ought not to be weighted against the proposal given the clear identified need set out in the FCSHMA and the unlikelihood that these needs will be adequately met by other developments.

Socially, the scheme would provide good quality aged persons accommodation that meets an identified need. The scheme would contribute towards the borough's housing provision two-fold firstly via the provision of two bedroom aged persons housing and secondly by potentially freeing-up family sized dwellings within the existing housing stock as existing residents down-size their homes towards their retirement.

The Marton Moss Neighbourhood Forum supports the principle of residential on this site linking with the adjacent Phase One housing.

It is clear that this proposal combines a unique set of circumstances involving the provision of aged persons accommodation on a site that has the support of the Marton Moss Neighbourhood Forum, the planning history of the site and its partly brownfield nature and derelict appearance with scope for enhancements. These factors all represent material planning considerations which set this site apart from other sites in the Marton Moss Neighbourhood Area ahead of the publication of the Neighbourhood Plan. Therefore on this basis it is submitted that the approval of this application would not set an undesirable precedent as the circumstances of the site are unique and similar circumstances are unlikely to be replicated or attempted to be relied upon elsewhere in the Marton Moss Forum Area. Hence given the existence of the broader material planning considerations and the social benefits that weight in favour of approval of the proposed development, it is submitted that the proposal ought not to be resisted on any basis of being considered premature relative to the Marton Moss Neighbourhood Plan. The erection of five dwellings on the site is consistent with the Neighbourhood Plan objectives.

The proposed development accords with national and local policy and is consistent with the priorities of the Council Plan in that it will contribute towards maximising economic growth and opportunity across Blackpool, creating stronger communities and increasing resilience.

It is submitted that given the particular circumstances of the site there are no material planning considerations that would justify refusal and it is requested that the application is approved without undue delay in order to enable the applicant to provide continued employment to his staff who are currently in the process of completing works on the adjoining Phase One development.

Jane K Fox MSc PgDip
Planning & Development Consultant

APPENDIX 1 - LIST OF SUBMITTED DOCUMENTS

Planning application form

Planning Statement, Fox Planning Consultancy, dated 13 January 2022

Drainage Strategy Report, Hamilton Technical Services, Issue 1, Ref: C-0995, dated 6 January 2022

Accessibility Questionnaire

Construction Management Plan

Dwg no JBA363-PL-001 Rev D - Site Location Plan

Dwg no JBA363-PL-015 Rev A – Existing Site Plan

Dwg no JBA363-PL-016 Rev E – Proposed Site Plan

Dwg No JBA363-PL-017 Rev E – Proposed Street Elevations

Dwg No JBA363-PL-018 Rev F – Proposed Type A Plans and Elevations

Dwg No JBA363-PL-019 Rev F – Proposed Type B Plans and Elevations

Dwg no JBA363-PL-020 Rev F – Materials