

**Millennium Park,  
Barnfield Way, Preston,  
PR2 5DB.**

Full planning permission for Healthcare Facility (Use Class  
D1)

**PLANNING STATEMENT**  
(including Utilities Statement, Foul Sewage  
Assessment and a Waste Management, Refuse and  
Recycling Statement, and Sustainability Statement)

December 2017

PWA\_17-446\_PS001

## Report Control

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### Document Checking

Primary Author:	Rachael Leather	Initialled:	RL
Contributor:	Daniel Hughes	Initialled:	DH
Reviewer:	Louise Leyland	Initialled:	LL

### Revision Status

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1	13.12.17	Initial Draft	DH
2	21.12.17	Final	LL
3			
4			

## 1 INTRODUCTION

1.1 PWA Planning is retained by Bespoke Healthcare Ltd ('the applicant') to progress a full planning application for a healthcare facility ('the proposed development') at Millennium City Office Park (Millennium Park), Barnfield Way, Fulwood, Preston ('the site').

1.2 The Planning Statement's purpose is to assess and conclude on the acceptability of the proposal in terms of relevant national and local planning policy, along with any material considerations. The statement should be read in conjunction with the following plans and surveys which have been submitted as part of the suite of documentation supporting the planning application:

- Arboricultural Impact Assessment
- Completed Application Form and Ownership Certificates
- Flood Risk Assessment and Drainage Strategy
- Landscape Submissions (Landscape Strategy, UG-11699-LAN-DRW-GA-01, UG-11699-LAN-DRW-HL-02, UG-11699-LAN-DRW-LSN-04, UG-11699-LAN-DRW-SL-03)
- Planning Statement
- Planning Drawings (6050-FWP-A01 Location Plan, 6050-FWP-A02 Site Plan Existing, 6050-FWP-A02 Existing Site Sections, 6050-FWP-A04 Site Plan Proposed, 6050-FWP-A05 Proposed Floorplans, 6050-FWP-A06 Proposed Elevations)
- Preliminary Ecological Appraisal
- Surface Water Drainage Strategy

1.3 As part of the pre-application work associated with the planning application, discussions have taken place with Preston City Council to confirm the extent of information needed to determine the planning application. Details of these discussions are included in Appendix A of this statement. In addition to the list above, matters associated with an Economic Viability Statement, Marketing Report, Noise Impact Assessment and Transport Assessment are discussed within the context of the subsequent text, particularly with regards to the extant planning permission and what has previously been approved at the site. It is not anticipated that a Land Contamination Assessment, Lighting Assessment or Travel Plan are required (see Appendix A) though they could be secured through suitably worded planning conditions if required.

1.4 The remainder of this report is structured as follows: -

- Section 2 – Site Description;
- Section 3 – Planning History;

- Section 3 – Proposed Development;
- Section 5 – Planning Policy Assessment;
- Section 6 – Conclusions.

## 2 SITE DESCRIPTION

- 2.1 The site is located within Millennium City Office Park which is located to the north east of Preston City Centre and 800m from Junction 31a of the M6. It benefits from excellent accessibility with links to both the immediate locality of Preston and the M55, M61 and M65 Motorways, along with opportunities to access the site via sustainable modes of transport, including bus stops on both Bluebell Way and Longridge Road.
- 2.2 The site is currently a vacant piece of employment land (adjacent to Unit 4) at Millennium City Office Park, off Bluebell Way. Planning permission for an office building and parking on the application site (06/2005/0320) remains extant by virtue of partial implementation. Access to the site can be provided off the car park associated with Unit 4, alternatively, as sought by this application, an independent access can be provided off Barnfield Way, adjacent to the unit which is currently 'Store First'.
- 2.3 The site area is approximately 0.46 ha. To the north west, south west and south east of the application site, are existing office units and their respective car parks, which are associated with the Millennium City Office Park. The noise associated with these uses are not anticipated to be detrimental to the use proposed by this development, and as such, a Noise Impact Assessment has not been included within this submission. To the north east of the application site is Bluebell Way (B4242), which links Junction 31a of the M6 with the Millennium City Office Park. The wider site has an extensive planning history consistent with the nature of a business park.
- 2.4 A Location Plan showing the site within its wider setting is provided within the supporting documents (Drawing Ref. 6050-FWP-A-01). The aerial image in Figure 1 below illustrates the site within its closer setting.



*Figure 1: Aerial Image Showing the location of the site (not to scale) (Source: Google Earth)*

### 3 PLANNING HISTORY

3.1 A search of Preston City Council's planning register has been carried out in order to understand the site's history. The following applications are considered directly relevant to the proposed development:

- **Application ref. 06/2002/0133.** Outline Permission on Land West of Bluebell Way and North of Longridge Road for Development of Employment Area (B1, B2 and B8), vehicle showroom and pub/restaurant with means of access. Approved. November 2002.
- **Application Ref. 06/2005/0320:** Reserved matters application for the erection of 6 no. Class B1 office buildings and associated parking and landscaping. Approved. 4<sup>th</sup> July 2005.
- **Application Ref. 06/2008/0518:** Full Application: Erection of 1 no. three storey building (Class B1 office) and associated parking and landscaping. Approved subject to s106 agreement. 3<sup>rd</sup> October 2009.
- **Application Ref. 06/2014/0263:** Extension to Existing Car Park. Approved. 26<sup>th</sup> June 2014.

3.2 Planning permission for an office building and parking on the application site (06/2002/0133 and 06/2005/0320) remains extant by virtue of partial implementation. The extant planning permission allows for an office building with a floorspace of 1,951sqm and 55 parking bays. The building was two storeys. Whilst now expired, Application Ref. 06/2008/0518 allowed for a three-storey office building containing 3,100sqm of floorspace and 82 parking bays.

3.3 As part of the planning process with respect to the planning application, pre-application discussions have taken place with Preston City Council. The details of these focussed around validation requirements and have been included within Appendix A of this statement.

## **4 PROPOSED DEVELOPMENT**

- 4.1 The proposed development seeks to provide a new healthcare facility for Bespoke Healthcare Ltd. Headquartered in a centre of excellence in the North West, Bespoke Healthcare are fully integrated into the NHS system, and are one of the leading providers of independent healthcare. The proposed development will provide an expansion to the existing services they offer in the area, allowing further important day surgery procedures. Hours of operation would be 7 days a week, 8am until 8pm. There would be an occasional need for overnight stays for patients at the facility depending reactions to anaesthetic.
- 4.2 The healthcare facility subject of this application will be located along the north-western boundary of the site, with a car park provided to the south east of the building, but also partially to the north of the building. The main public entrance will open to the south east of the site. The building will be two-storey. Proposed elevations and materials are confirmed on Drawing Ref. 6050-FWP-A-06.
- 4.3 The floorplans (as illustrated on Drawing Ref. 6050-FWP-A-05) include provisions for a range of rooms, including; operating theatres; consultant rooms; waiting rooms; storage facilities; and other ancillary facilities. The total floorspace of the building will be 964sqm. In comparison, the extant permission allows for 1,951 sqm, and the 2008 planning permission was for 3,100 sqm over three storeys.
- 4.4 The trees and landscaping along the north-western boundary will be generally retained as illustrated in both the submitted Arboricultural Impact Assessment and Landscape Submissions supporting the application. The landscape plans provide full details of the landscaping associated with the proposal, which will include the retention of two attenuation ponds located to the south of the proposed building, but also avoid any impacts upon significant trees.
- 4.5 Access will be provided to the south of the site through the creation of a new independent access point off Barnfield Way. The access will be formed between what is now the 'Store First' unit and the car park associated with Unit 4 of Millennium City Office Park. The access will be constructed to Lancashire County Council standards. A separate pedestrian access will be provided from the existing footpath and cycle lane on Bluebell Way. This will allow for an improved access to the bus services operating on Bluebell Way.
- 4.6 Car parking will be provided to the south east of the healthcare facility. In total this will provide 43 parking bays, 3 of which will be disabled bays. Additionally, cycle storage facilities will be provided to the north of the facility, adjacent to the required bin stores. In comparison, the extant planning permission allowed for 55 parking bays (12 spaces more than this proposal, but for an additional

986 sqm of floor space), and the 2008 planning permission allowed for 82 parking bays (45 more than this proposal, but for an additional 2,100 sqm of floor space). It is considered that the number of parking bays is commensurate to the need of the development, but also in line with the required parking standards.

## 5 PLANNING POLICY ASSESSMENT

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 places a requirement upon Authorities when determining planning applications to do so in accordance with the adopted Development Plan unless material considerations indicate otherwise.
- 5.2 In this instance, the Development Plan for the area comprises of the Central Lancashire Core Strategy (2012) and the Preston Local Plan 2012-26. Key planning policy documents that comprise 'material considerations' include the National Planning Policy Framework (NPPF) and Controlling Re-Use of Employment Premises Supplementary Planning Document (SPD).

### Policy Assessment

- 5.3 Whilst the site benefits from an extant permission, one of the key determining issues is likely to be the loss of employment generating uses (Use Class B1) on site to a health use, albeit these employment uses have yet to be constructed and could be argued as such not to be lost. Furthermore, the construction of the healthcare facility will provide employment. It is anticipated that the development will employ approximately 25 staff (working on a shift basis), and therefore any such 'loss' to the Use Class B1 permission would be mitigated fully or to some degree by the proposed development.
- 5.4 In this respect, **Policy 9** of the Core Strategy is therefore directly relevant to the proposal and relates to economic growth and employment. Part A of the policy seeks the identification of 454 hectares of land for employment development between 2010 and 2026. Similarly, **Policy 10** of the Core Strategy is also considered pertinent to the determination of the proposed development. The policy seeks that all existing employment premises classified as 'Best Urban' and 'Good Urban' (the site is located in close proximity Red Scar Industrial Estate which is located as 'Good Urban', see Appendix E of the SPD) will be protected for B use class employment. It subsequently sets a criterion for re-use or redevelopment other than for B use class employment uses on such sites. The proposed development is considered to comply with the criteria set out, furthermore, as discussed below, the 2014 approval for a non-employment generated use is considered a material consideration in the determination of the application.
- 5.5 In this respect, **Policy EP1** of the Preston Local Plan is also relevant. It seeks to protect land, including Policy EP1.5 Millennium City Park, for business, general industrial or storage and distribution. Specifically, the policy notes that the land has been allocated since the previous Preston Local Plan

in 2004 for employment uses. It recognises that the development of the site will assist in improving the economic activity of the area.

- 5.6 As discussed, whilst the site has existing permission for Use Class B employment development, only part of this has been built. The revised proposal will better ensure that development is able to be brought forward on the site, ensuring employment is generated on the site in an area identified for employment generating purposes. In this respect, it should be noted that whilst the floorspace to be provided by the proposed development does not match the 2002, 2005 and 2008 planning permission, it would generate employment, which the 2014 planning permission (for a car park) did not do. Furthermore, whilst the site is protected under Policy EP1 of the Local Plan, it is evident that despite it's allocation since 2002 plus subsequent permissions a development has not coming forwards. Likewise, the most recent permission at the site was for a non-employment generating use. The principle therefore of a non-employment generating use has been established at the site, and it is considered that this makes the proposed development exempt from the flowchart (including Economic Viability and Marketing Reports) for consideration of alternative uses included within the Controlling Re-Use of Employment Premises SPD. Finally, in addition to providing employment at the site, it will also provide helpful services within the employment area, allowing access for nearby employees to healthcare facilities readily available if required near to their place of work.
- 5.7 Therefore, in overall terms the proposed development will result in the level of employment at the site increasing considerably so as to support the employment related policies of the Development Plan. It is as such considered consistent with the thrust of **Policies 9** and **10** of the Core Strategy, along **Policy EP1** of the Local Plan.
- 5.8 Section 1 of the NPPF supports such an approach, in order to build a strong, competitive economy. In particular, Paragraph 22 of the section states that *'Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals...'* This would appear to be particularly relevant to the proposed development, given the lack of development, despite previous and extant planning permission, and as such, if compliance can be sought with **Policies 9** and **10** of the Core Strategy and **Policy EP1** of the Local Plan it would appear that the principle of the development can be established. Furthermore, the final bullet point under Paragraph 21 acknowledges the integration of residential uses alongside commercial uses. Whilst the health facility is not a residential use, the principle and thrust of this part of the paragraph to facilitate

flexible working practices can be supported by the proposed development, allowing for nearby workers to have access to a healthcare facility within close proximity to their place of work.

- 5.9 With respect to transport, **Policy 3** of the Core Strategy and **Policy ST2** of the Local Plan set tests for the best approach to planning travel and involve a series of measures. These revolve around reducing the need to travel through flexible working patterns, but also improving pedestrian, cycling and public transport facilities and opportunities. It is considered that the site is sustainably located, with good vehicular access, with opportunities to access sustainable modes of transport. In this respect, the provision of the pedestrian footpath access on to Bluebell Way will allow for an easy access to the local bus network. Furthermore, given the extant permission at the site, along with what has previously been approved, it is considered that the access arrangements can be found acceptable in principle and would ensure a safe and suitable access for the proposed development. In this regard, it is not considered that a new Transport Assessment is required (this was confirmed by Preston City Council, see Appendix A), and if required, a Travel Plan can be secured by suitably worded planning condition.
- 5.10 **Policy ST1** relates to parking standards. Car parking will be provided to the south east of the healthcare facility. In total this will provide 43 parking bays, 3 of which will be disabled bays. In comparison, the extant planning permission allowed for 55 parking bays (12 spaces more than this proposal, but for an additional 986 sqm of floor space), and the 2008 planning permission allowed for 82 parking bays (45 more than this proposal, but for an additional 2,100 sqm of floor space). It is considered that the number of parking bays is commensurate to the need of the development, but also in line with the required parking standards.
- 5.11 In relation to ecology, a Preliminary Ecological Appraisal has been submitted as part of the planning application. The statement demonstrates no unacceptable impacts from ecological perspective, and as such can be found compliant with **Policy 22** of the Core Strategy and **Policy EN10** and **EN11** of the Local Plan.
- 5.12 **Policy 29:** Water Management seeks to improve water quality, water management and reduce the risk of flooding. The application is supported by a Flood Risk Assessment and Surface Water Drainage Assessment. The conclusion of the documents confirm that surface water can be successfully managed by the proposed development, and that the site is not prone to flooding, nor would it cause flooding onto adjacent land. It is as such considered that the development can be found compliant with **Policy 29**.

5.13 Finally, with regards to design, **Policy 17** of the Core Strategy and **Policy EN9** of the Local Plan relate to the design of new buildings and sets out a criterion based policy. The Proposed Elevations (Drawing Ref. 6050-FWP-A-06) illustrate how the Proposed Development will look. It is considered, given the surrounding location, the siting, layout and overall design can be considered in keeping with the local character and compliant with both policies.

### **Summary**

5.14 Overall, it is considered the proposed development is consistent with both the Development Plan and the NPPF. In overall terms the proposed development will result in the level of employment at the site increasing considerably so as to support the employment related policies of the Development Plan.

### **Utilities, Foul Sewage, Waste Management, Refuse and Recycling Statement**

5.20 As discussed, the site currently benefits from an extant permission. Given the existing use of the surrounding area and the utilities already installed it is considered that the surrounding utilities and foul sewage network can accommodate the proposed development. Refuse and recycling facilities are illustrated on Drawing Ref. 6050-FWP-A-04.

### **Sustainability Statement**

- 5.21 Consideration was given to the sustainability of the site's location and it was established that adequate provision is in place to serve the proposed development. Access to local services is available and provision for the use of sustainable methods of transport is thought to be acceptable.
- 5.22 The provided layout details elements of landscaping proposed across the site. The layout looks to retain as much of the existing features as possible and where appropriate looks to enhance the site to ensure it preserves any ecological value.
- 5.23 It is considered that the proposed development would constitute sustainable development. It would be sited in a location with an extant similar planning permission. This coupled with the good public transport access is considered to help meet the requirements to provide for sustainable development.



## 6 CONCLUSION

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 places a requirement upon Authorities when determining planning applications to do so in accordance with the adopted Development Plan unless material considerations indicate otherwise.
- 6.2 This statement has set out the planning policy relevant to the determination of the planning application and has assessed the proposed scheme in this context. **Section 5** of the statement discusses the planning policy context, and it is concluded that the proposed development is in overall compliance with the relevant policies of the plan.
- 6.3 The scheme is supported by a suite of technical reports and other evidence which clearly demonstrate that there would be no harmful impacts resulting from the proposed development and hence no reason that planning permission ought not to be granted.
- 6.4 Finally, in overall terms the proposed development will result in the level of employment at the site increasing considerably over the current situation so as to support the employment related policies of the Development Plan. For the reasons identified within this statement, it is considered that planning permission for the proposed development should be granted and the application is commended to the authority.

# APPENDIX A: VALIDATION REQUIREMENTS

## Daniel Hughes\_PWA Planning

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**From:** Daniel Hughes\_PWA Planning <daniel.hughes@pwaplanning.co.uk>  
**Sent:** 21 December 2017 08:25  
**To:** Daniel Hughes  
**Subject:** FW: Millenium City Park - new Healthcare Facility

**From:** Mike Carr [mailto:M.Carr@preston.gov.uk]  
**Sent:** 07 December 2017 11:14  
**To:** Daniel Hughes\_PWA Planning <daniel.hughes@pwaplanning.co.uk>  
**Cc:** Phil Cousins <P.Cousins@preston.gov.uk>; Natalie Beardsworth <N.Beardsworth@preston.gov.uk>  
**Subject:** RE: Millenium City Park - new Healthcare Facility

Hi Daniel,

Apologies for the short delay in my response.

Having considered the response that I provided following the pre-application meeting, and your assessment of the report/validation requirements attached to this planning application, my thoughts are that if the supporting information is prepared on the basis that you suggest, then I think that we should be able to validate and process the planning application.

However, and as you are no doubt aware, there may be issues that crop up during the application process that may require the submission of additional report/supporting information. This can be dealt with if any areas of concern or clarification crop up.

In terms of who will deal with the application, it won't be myself as I am leaving at the end of next week to take up a role at Wyre Council. Phil and/or Natalie will allocate the planning application when it comes in.

I hope this is helpful. Any questions, please let me know.

Regards

Mike Carr  
Senior Planning Officer  
+441772906574  
Preston City Council

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**From:** Daniel Hughes\_PWA Planning [mailto:daniel.hughes@pwaplanning.co.uk]  
**Sent:** Tuesday, December 05, 2017 12:39 PM  
**To:** Mike Carr <M.Carr@preston.gov.uk>  
**Cc:** Natalie Beardsworth <N.Beardsworth@preston.gov.uk>; Phil Cousins <P.Cousins@preston.gov.uk>; Paul Walton\_PWA Planning <paul.walton@pwaplanning.co.uk>  
**Subject:** FW: Millenium City Park - new Healthcare Facility

Hi Mike,

Further to your recent pre-application advice to Donna, we have been contacted via FWP to follow up with a potential planning submission for the aforementioned site. We have previously been involved (3 years ago) for a car park being approved on the same land, please see the attached officer's report with regards to the approval (second attachment). You will also note from this that there is an extant permission for an office building and associated parking (06/2005/0320). You may have covered these items in your pre-app response, but unfortunately I have not seen the response.

We are now advising on the submission of an application, and as such, have reviewed the validation requirements below and in the attached. In this respect we would welcome clarification on the following items, which we feel are unnecessary given the extant permission but also the car park approval three years ago (this only required drainage, ecology and landscaping information). I have however where possible suggested how they could be dealt with if required, and would welcome your thoughts:

- a) **Economic Viability Statement;** as discussed above we do not feel this is necessary. We can however include a brief statement within the Planning Statement. I have attached another decision we have recently been involved with at Mears Carpet (see Officer's report – third attachment). The economic viability aspect was not something we had to provide in this instance, despite the bulky goods not being typical employment uses. The healthcare facility will of course provide some employment, in fact more so that the previously approved car park at the site.
- b) **Flood risk assessment;** the site area is under 1 ha and as such will not require a FRA (it's approximately 0.7 ha).
- c) **Land contamination assessment;** given the previous approvals and extant permission it is not considered needed for validation. Nothing was provided for the car park, and if required could be provided as part of a suitably worded condition.
- d) **Lighting Assessment;** again, as per the above, it is not considered to be required at this point in time. Lighting if required could also be controlled by condition.
- e) **Marketing Report;** see comments under Viability Statement.
- f) **Noise Impact Assessment;** this is not required, however, can be incorporated in simple terms into the Planning Statement as suggested by your email below if required.
- g) **Transport Assessment;** Given the extant permission and previous approvals, it is not anticipated to be required. However, it can be addressed within the Planning Statement in a like for like assessment of extant and previous approvals compared to the submission at hand.
- h) **Travel Plan;** could be controlled by a planning condition, similar the car park approval that required a Car Park Management Plan via condition.

I look forward to your prompt response. Any queries please don't hesitate to ask. Thanks for the help,

**Daniel Hughes MRTPI** | Associate

01772 369 669 | 07860 943 811

2 Lockside Office Park, Lockside Road, Preston, PR2 2YS



[www.pwaplanning.co.uk](http://www.pwaplanning.co.uk)

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**From:** Mike Carr <[M.Carr@preston.gov.uk](mailto:M.Carr@preston.gov.uk)>

**Subject:** RE: Millenium City Park - new Healthcare Facility

**Date:** 28 November 2017 at 12:22:01 GMT

**To:** 'Donna Neely' <[donna@thenorthernedge.co.uk](mailto:donna@thenorthernedge.co.uk)>

**Cc:** Natalie Beardsworth <[N.Beardsworth@preston.gov.uk](mailto:N.Beardsworth@preston.gov.uk)>, Phil Cousins <[P.Cousins@preston.gov.uk](mailto:P.Cousins@preston.gov.uk)>

Hi Donna,

I was out of the office yesterday, so I was unable to respond.

In terms of the forthcoming planning application and information that we require at this stage, I have attached the full planning application checklist for your information. I have identified the relevant areas that will be needed to process the application.

The national planning application requirements are generally self-explanatory, whilst the local requirements are a little more site specific and many of the elements were discussed at the meeting. I have highlighted the area to be covered, although some of the areas could potentially be covered in the supporting planning statement/design and access statement.

Overall, the more areas of the proposed development that can be addressed through the planning application stage, will negate the need for any pre-commencement planning conditions that would delay the start of site works.

## **REQUIREMENTS**

Plans – Plans should fully set out what is happening in terms of the elevations and floor plans, whilst an existing and proposed site plan would offer the context of the application. Materials details and landscaping proposals should be included and would avoid the need for planning conditions, if the proposals are appropriate;

Design & Access Statement – This should set out the details of the development to cover all design and or accessibility requirements.

Planning Statement – This will bring everything together and can also be used to identify why a particular report has not been done/is not necessary;

Biodiversity Survey and Report – We discussed this at the meeting, given the proximity of the watercourse and tree line to the proposed building. Any report should assess the ecological impacts of the development;

Crime Impact Statement – Please see the attached;

Economic Viability Statement/ Marketing Report – As discussed. Evidence will need to be provided in relation to justification as to the loss of the employment site;

Land Contamination Assessment – EHO's have advised that a minimum of a Phase 1 Desk Study will be required;

Landscaping – This is self-explanatory, with any scheme being commensurate to the proposed development and its location;

Lighting Assessment - This is self-explanatory, with any lighting (internal & external) scheme being commensurate to the proposed development and its location;

Noise Impact Assessment – A check of surrounding uses may be all that is needed. This could be included in the planning statement;

Parking and Access Arrangements – The existing and proposed site plans will show the proposed arrangements;

Sustainable Drainage Assessment – This will cover any proposed hard surfaces and the flow of surface water to sustainable drainage areas;

Planning Statement/ Summary of Application – Self-explanatory.

I hope the above information is helpful. If you need any additional advice during the preparation for the application, please let me know.

Regards

Mike Carr