

Officer Report

Application Number: 06/2017/1467
Proposal: Two storey healthcare facility (Class D1)
Site Address: 4A, Barnfield Way, Preston, Lancashire, PR2 5DB
Case Officer: James Mercer
Decision: Approve with conditions

1	Information
1.1	Location
	The application relates to a parcel of land bounded by Bluebell Way and Barnfield Way in an existing employment area as defined by the Policies Map within the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies).
1.2	Proposal
	The proposal is for a two storey healthcare facility, landscaping, car parking and creation of a new access from Barnfield Way. The building would measure 40m wide, 12m deep, 6.7m to the eaves and 8m to its highest point. The proposal would be constructed from a mixture of feature weathered blockwork, silver composite cladding and white render for the walls, goosewing grey replica standing seam roof decking and aluminium framed windows.
1.3	Relevant Planning History
	06/2002/0133 – Development of employment area (B1,B2 and B8), vehicle showroom and pub/restaurant with means of access (outline application) – Approval in outline July 2002. 06/2005/0320 – Reserved matters application for the erection of 6no Class B1 office buildings and associated parking and landscaping – Approval of reserved matters July 2005. 06/2008/0518 – Erection of 1no. three storey building (Class B1 office) and associated parking and landscaping – Approved with conditions October 2009. 06/2014/0263 – Extension to existing car park – Approved with conditions June 2014.
1.4	Planning Policy Framework
	Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise. The Development plan comprises: <u>Adopted Central Lancashire Core Strategy</u> Policy 1 – Locating Growth

	<p>Policy 3 – Travel Policy 9 – Economic Growth and Employment Policy 10 – Employment Premises and Sites Policy 17 – Design of New Buildings Policy 22 – Biodiversity and Geodiversity Policy 29 – Water Management</p> <p><u>Adopted Preston Local Plan 2012-2026 (Site Allocations and Development Management Policies)</u> Policy EN9 – Design of New Development Policy EN10 – Biodiversity and Nature Conservation Policy EN11 – Species Protection Policy EP1 – Employment Site Allocations Policy EP2 – Protection of Existing Employment Areas Policy ST1 – Parking Standards Policy ST2 – General Transport Considerations</p> <p>Other Material Considerations: Central Lancashire Supplementary Planning Document (SPD) – Design Guide Central Lancashire Supplementary Planning Document (SPD) – Controlling the Re-Use of Employment Land</p> <p>National Planning Policy Framework (the Framework) National Planning Practice Guidance (NPPG) National Planning Policy for Waste</p>
1.5	Consultation responses
	<p>County Highways – No objections subject to a condition relating to car parking.</p> <p>Parks and Street scene – No objections.</p> <p>Greater Manchester Ecology Unit (GMEU) – No objections.</p> <p>Lead Local Flood Authority (LLFA) – No comments to make.</p> <p>Waste Management – No response received.</p> <p>Publicity – No responses received.</p>
1.6	Analysis
	<p><u>Principle of development</u> Policy 10 of the Adopted Core Strategy and Policy EP2 of the Adopted Local Plan 2012-26 state that there will be a presumption that Best Urban and Good Urban employment sites will be retained for Class B employment use, and that proposals for redevelopment for other uses will be assessed against criteria such as the need for the proposed use, the suitability of the site for employment and the proposed use and the location of the site and its relationship to other surrounding uses. Policy EP1 of the Adopted Local Plan 2012-26 seeks to protect allocated sites for business, general industrial or storage and distribution uses.</p>

The application site is located within an existing employment area and forms part of an allocated employment site. The Employment Land Review (ELR) identifies Millennium City Park (where the application is located) as “Best Urban”, there is therefore a presumption that Class B employment uses should be retained. Since the outline planning permission was granted in 2002, this part of Millennium City Park has not been developed for an employment use, despite two previous planning permissions (06/2005/0320 and 06/2008/0518) being granted for such uses. It could be said therefore that the proposal would not result in the loss of employment as it has never been provided. Paragraph 22 of the Framework states ‘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 in their merits having regard to market signals’. The lack of development despite previous planning permissions is a clear enough signal and this is a material consideration. Given that the proposed development would not result in the re-use or redevelopment of the site (as it has not been developed and Millennium City Park was a greenfield site) the assessment under the criteria of Policy 10 is not relevant. Whilst the proposal would not be defined as employment in the Use Classes Order it would employ 25 employees and therefore is considered to be an employment generator. Given this and the flexibility offered in the Framework at paragraph 22, these are material considerations that outweigh the presumption in retaining the proposed employment use of the site. The proposed development does not conflict with Policy 10 of the Adopted Core Strategy or Policies EP1 and EP2 of the Adopted Local Plan 2012-26.

Design and visual amenity

Policy 17 of the Adopted Core Strategy states the design of new buildings should take into account the character and appearance of the local area including (but not limited to) scale, design, materials, being sympathetic to surrounding land uses and avoiding demonstrable harm to the amenities of the local area. Policy EN9 of the Adopted Local Plan 2012-26 and The Framework seek to ensure proposals have a high quality of design. The Design Guide SPD stresses the importance of good design, and seeks to ensure that new development is to a high standard and sets out the design principles and aspects of good design, including amount, scale, landscaping, appearance and access.

The proposal would be located on land visible from Bluebell Way and Barnfield Way and constructed in materials that would be similar in appearance to the adjacent office buildings to the west of the site. The proposed building would therefore not look out of place when viewed with surrounding buildings and would not have a detrimental visual impact on the character of the area or the wider street scene. A Landscaping Scheme has been submitted with the application which proposes additional planting to act as a screen to the development and to provide habitat mitigation which is considered acceptable. It is considered, therefore that the design of the proposed development is acceptable and would not have any adverse impacts on visual amenity. As such, the proposal complies with Policy 17 of the Adopted Core Strategy, Policy EN9 of the Adopted Local Plan 2012-26, the Design Guide SPD and the Framework.

Highways and parking

Policy 3 of the Adopted Core Strategy seeks to reduce the need to travel, improve pedestrian and cycle facilities, improve public transport and encourage car sharing. Policy ST1 of the Adopted Local Plan 2012-26 details parking standards for all development proposals. Policy ST2 of the Adopted Local Plan 2012-26 states that development will be permitted provided that various criteria are met including that road safety and the efficient movement of all

highway users is not prejudiced. The Framework sets out that development should only be refused on transport grounds where the residual cumulative impacts of the development are severe.

The proposed development would be accessed from a new vehicular access road off Barnfield Way and pedestrian access point off Bluebell Way. 42no. off street parking spaces would be provided which is considered acceptable. County Highways have raised no objections to the scheme subject to a condition requiring the parking provision to be implemented before the development is brought into use. Subject to this condition it is considered the proposed development would not have any severe impacts on highway safety, pedestrian safety or parking provision and therefore complies with Policy 3 of the Adopted Core Strategy, Policies ST1 and ST2 of the Adopted Local Plan 2012-26 and the Framework.

Ecology

Policy 22 of the Adopted Core Strategy seeks to protect and find opportunities to enhance and manage the biological and geological assets of the area through certain measures, such as promoting the conservation and enhancement of biological diversity, having particular regard to the favourable condition, restoration and re-establishment of priority species and populations and seeking opportunities to conserve, enhance and expand ecological networks. Policies EN10 and EN11 of the Adopted Local Plan 2012-26 seek to safeguard protected species from the adverse effects of development unless the benefits of development outweigh the need to maintain the population of the species in situ.

The application is accompanied by a Preliminary Ecology Appraisal produced by Urban Green. The report concludes there is no need for further surveys relating to Great Crested Newts, birds, bats or other reptiles. The appraisal also details mitigation and compensation measures to be carried out including planting of native shrub and tree species, use of bird bricks, tree removal outside of the bird nesting season and sympathetically designed lighting. GMEU have raised no objections to the proposal therefore it is considered that, subject to conditions, the development would not have any adverse impacts on protected species. As such, it is considered the proposal complies with Policy 22 of the Adopted Core Strategy and Policies EN10 and EN11 of the Adopted Local Plan 2012-26.

Utilities/Drainage/Flood risk

Policy 29 of the Adopted Core Strategy seeks to improve water quality, water management and reduce the risk of flooding. The Framework states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing the risk of flooding elsewhere.

Information has been provided relating to flood risk and drainage. The application site is within a built up area, situated in the main urban area of Preston. The application site is not within a flood zone with a high risk of flooding. Foul and surface water would be drained on existing systems, with the surface water drainage utilising existing attenuation ponds on the site. No objections have been received to the proposal therefore it is considered the development complies with Policy 29 of the Adopted Core Strategy and the Framework.

Waste

	The National Planning Policy for Waste advises new development should make sufficient provision for waste management and promote good design to secure the integration of waste management facilities with the rest of the development. The applicant proposes waste and recycling bins would be kept to the north of the car park and would be emptied by an approved contractor. Given the nature of the use the provision for waste and recycling is considered acceptable and in accordance with the National Planning Policy for Waste.
1.7	Value Added to the Development
	Scheme determined as submitted.
1.8	Conclusions
	Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be in accordance with the plan unless material considerations indicate otherwise. No objections have been received relating to the proposed development. Whilst the proposal would result in the loss of allocated employment land, the proposed development is acceptable and would not have any unacceptable adverse impacts upon visual amenity, the street scene or highway safety or parking provision. The development is also acceptable in terms of its impact on protected species and waste management. The proposal complies with the relevant provisions of the Central Lancashire Core Strategy and the Preston Local Plan and there are no material considerations which outweigh this finding. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application is approved.
1.9	Recommendation
	Approve with conditions.
2	Compliance with paragraphs 186 and 187 of the National Planning Policy Framework
	The Local Planning Authority has acted positively in determining this application, in accordance with paragraphs 186 and 187 of the National Planning Policy Framework by assessing the proposal against relevant planning policies and all material considerations. The nature of the scheme has not necessitated further discussions with the applicant. On this basis it is decided to grant planning permission in accordance with the presumption in favour of sustainable development.

Conditions

1. The development hereby permitted shall only be implemented in accordance with the approved plans. This approval relates to drawing numbers received by the Local Planning Authority on 21st December 2017:
 - 6050-FWP-A-01, Location Plan;
 - 6050-FWP-A-04, Proposed Site Plan;
 - 6050-FWP-A-05, Proposed Floor Plans;
 - 6050-FWP-A-06, Proposed Elevations;
 - UG-11699-LAN-DRW-GA-01 Rev. P1, General Arrangement;
 - UG-11699-LAN-DRW-HL-02 Rev. P1, Hard Landscaping;

UG-11699-LAN-DRW-SL-03 Rev. P1, Soft Landscaping;
UG-11699-LAN-DRW-LSN-04 Rev. P01, Landscape Supporting Notes;
UG-11699-ARB-TCP-01 Rev. P01, Tree Constraints Plan;
UG-11699-ARB-TRP-01 Rev. P01, Tree Removal Plan; and
UG-11699-ARB-TCP-01 Rev. P01, Tree Protection Plan.

2. The development hereby permitted must be begun not later than the expiry of three years beginning with the date of this permission.
3. No materials shall be used on the external elevations or roof of the proposed development other than those referred to on the approved plans / supporting documentation.
4. No part of the development shall be occupied or brought into use until the car parking areas shown on drawing ref. 6050-FWP-A-04 have been provided in full and are available for use. The car parking area shall thereafter be kept available for the parking of cars at all times.
5. There shall be no tree felling, vegetation clearance works, or other works that may affect nesting birds on the development site or off-site habitat creation areas, between March and August inclusive, unless the absence of nesting birds has been confirmed by further surveys or inspections and approved in writing by the Local Planning Authority.
6. The development hereby approved shall be carried out in accordance with the recommendations and mitigation measures set out with the Preliminary Ecological Appraisal produced by Urban Green and submitted with the application.
7. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species unless, the Local Planning Authority gives written consent to any variation.
8. The development hereby approved shall be carried out in accordance with the recommendations of the Arboricultural Impact Assessment produced by Urban Green and submitted with the application. No development shall begin until the means of protecting trees and hedges within and immediately adjacent to the site, including root structure, from injury or damage have been implemented before any works are carried out and retained during building operations and furthermore, no excavation, site works, trenches or channels shall be cut or laid or soil, waste or other materials deposited so as to cause damage or injury to the root structure of the trees or hedges.

Reasons

1. To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.

2. Required to be imposed pursuant to section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning & Compulsory Purchase Act 2004.
3. To secure a satisfactory development in materials which are appropriate for the locality in accordance with Policy EN9 of the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies) and the guidelines of the Central Lancashire Supplementary Planning Document 5: Design Guide and the Residential Extensions and Alterations Supplementary Planning Document.
4. To ensure adequate parking provision is available at the site in the interests of highway safety and in accordance with Policies ST1 and ST2 of the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies) and the National Planning Policy Framework.
5. In order to ensure that ground nesting birds are not unacceptably affected, in accordance with Policies EN10 and EN11 of the adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies) and the National Planning Policy Framework.
6. To ensure the protection of wildlife and supporting habitat and secure opportunities for the enhancement of the nature conservation value of the site in accordance with Policies EN10 and EN11 of the adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies), the National Planning Policy Framework and The Conservation of Habitats and Species Regulations 2010.
7. In order that the landscaping works contribute to a satisfactory standard of completed development and its long term appearance harmonises with its surroundings development in accordance with Policy EN9 of the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies).
8. Tree protection measures are required to be installed prior to the commencement of development to prevent damage to those existing trees, shrubs or hedges indicated on the approved drawings and approved landscape plans as remaining on completion of the development in accordance with Policy EN10 of the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies).