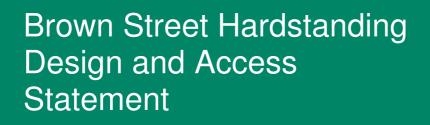
# **CAPITA**



February 2018





## **Quality Management**

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Location	Blackburn				
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## **Appendices**

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### 1. Introduction

This Planning Design and Access Statement has been prepared on behalf of the Directorate of Blackburn with Darwen Borough Council ('the Applicant'). It supports a planning application for the construction of a circa 130 space car park on land between Ainsworth Street and Penny Street, adjacent to Brown Street temporary Car Park, Blackburn. The application includes the construction of a new vehicular access from Brown Street Temporary Car Park, access barrier, pedestrian walkway and timber knee high boundary fencing. The site is currently undeveloped and comprises granular, ex-site demolition material and vegetation. The surrounding area is mixture of car parking, retail and business buildings and Blackburn Bus Station.

This document combines the requirements for a Design and Access Statement (DAS) and a Planning Statement, for clarity and to avoid replication. It provides details of the design aspect of the proposal i.e. amount, layout, scale, landscaping and appearance as well as access to, from and within the proposal. It also summarises the land use planning background, history and policy context for the scheme. In so doing, appropriate cross reference is made to other documents provided in support of this application.

#### 1.1 Planning Application Submission

A range of professional specialists have been involved in the design and assessment of the proposed development and this is reflected in the submission.

The application submission comprises the following portfolio of drawings and documents:

#### 1.2 Drawings

- Site Location Plan, Ref: 094953-CAP-HGN-ZZ-DR-C-0101 (Appendix A);
- General Arrangement and Layout Plan, 094953-CAP-HGN-ZZ-DR-C-0100 (Appendix B);

#### 1.3 Documents

- Planning Application Form with inclusive certificates;
- Planning Design and Access Statement (this document);



Brown Street Temporary Car Park, Transport Statement March 2016

#### 1.4 Structure

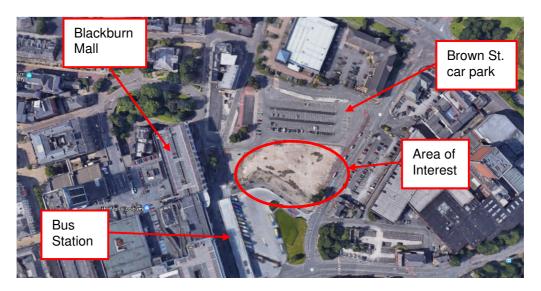
The purpose of this Statement is to draw out the key issues arising from the development and assess the proposals in light of the Development Plan and other material considerations. It is structured as follows:

- Section 2 Description of the site location and surroundings and planning history;
- Section 3 Need for the Proposed Development;
- Section 4 Statement of Community Involvement;
- Section 5 Detailed description of the development proposals, including design and access details;
- Section 6 Details of Technical Assessments that have been prepared in support of the application;
- Section 7 Appraisal of development proposal in relation to relevant national and local planning policies, demonstrating why planning permission should be granted;
- Section 8 Conclusions.



## 2. Site Location and Surroundings

The site comprises an area of undeveloped land located immediately to the north of Blackburn Bus Station. The site is bound by Brown Street Temporary Car Park to the north; to the west is Blackburn Mall retail centre; to the east is Thwaites car park. Please refer to the Site Location Plan (Ref: 094953-CAP-HGN-ZZ-DR-C-0101)



The application site itself consists of granular ex-site material. It is currently inaccessible to the public being fenced around its perimeter. Footpaths exist to the north, east and west of the site, creating a link between the eastern section of Blackburn town centre and the main shopping areas.

The development site is located within Blackburn town centre, approximately 2.5 miles from junction 5 of the M65 motorway.

#### 2.1 Site Ownership

The land to which this application relates is owned wholly by Blackburn with Darwen Council.



#### 2.2 Planning History

The site itself is not subject to any recent planning applications. However, the land to the north received planning permission to be turned from the temporary bus station to a car park. Planning permission was granted on the 8<sup>th</sup> June 2016 (application reference 10/16/0391. This development is complete.

To the south the new Bus interchange and associated work planning application was submitted in June 2012. Approval with conditions to construct the new bus station was granted on 20<sup>th</sup> September 2012 (application reference 10/12/0616). This development is complete.



## 3. The Need for the Proposed Development

The Council wishes to create a robust hardstanding area for town centre events as well as providing further capacity for car parking on the area of land off Brown Street in Blackburn town centre. Currently this piece of land is unused after recently being used during the construction of the new bus station.

Once the bus station was completed the area was fenced off and unused except for events, particularly the annual February Funfair, which returned to Blackburn in 2017. However through the use of these events the granular ground often becomes wet and muddy, leading to a slippery surface. Blackburn with Darwen Borough Council intends to reprioritise the land into an area that can be used to host town centre events on a more robust surface that will allow for safe foot traffic as well as adequately and safely removing surface water from the area.

When there are no events ongoing, the area may be used as temporary overfill car park for the adjacent Brown Street car park. This will improve the mobility and safety of vehicles and NMUs with a more even and robust surface.

The overfill car parking option will also help offset the parking that will be lost during the demolition works at Thwaites building in the near future where demolition approval has been already been approved.

It is proposed the new parking area will create circa 132 parking spaces which will be a minimum 2.4m by 5.0m. 10% of available spaces will be mobility spaces or Parent/Child spaces and will be a minimum 3.6m x 5.0m. Aisles will be minimum 5.5m.



## 4. Statement of Community Involvement

The Council's intention to seek planning approval for the new Car park was covered by an article on the Lancashire Telegraph website on the 4<sup>th</sup> February 2018. The item generated a series of mixed comments from the public that are available on the newspaper's web-site. There was general agreement that current levels of parking are insufficient.

On 7<sup>th</sup> February 2017 it was announced on the Lancashire Telegraph website that the traditional half term funfair was returning to Blackburn for the first time since 1964. The location for the fair was the Brown Street hardstanding site and plans to return there every year. Comments regarding the return were in general approval.



## 5. Proposed Development

#### 5.1 Evolution of Proposed Development

As explained within the previous section, the proposed development has been the subject of a series of design workshops, the outcomes of which have influenced its final design. Justification for the final scheme design is provided within the Transport Assessment.

#### 5.2 Amount, Layout and Scale

The proposed hardstanding area will be 0.70 hectares. This will allow large events to take place entirely within this one site with the flexibility to also use the existing Brown Street car park should the Council require it.

The additional benefit of extra car parking space accords with guidance set out within the Council's Parking Standards document adopted April 2014, providing:

- Circa 120 No. standard spaces (2.4 x 4.8 metres in dimension);
- Circa 12 No larger spaces for mobility impaired and Parent/Child (3.6 x 5.0 metres in dimension)

The internal circulation layout enables the amount of car parking available on site to be maximised. The proposed layout is indicated on the General Arrangement drawing (094953-CAP-HGN-ZZ-DR-C-0100)

The proposals are of an appropriate scale and character to the local area and would not cause any harm to local living conditions.

### 5.3 Hours of Operation

The hardstanding area will be available to the Council throughout the year.

Overflow/additional car parking will be available to the Council at any given time when events aren't present.



For both uses, hours of operation and access can be restricted by the car park barrier from Brown Street Car Park.

#### 5.4 Appearance

The hardstanding area will be a surface level, asphalt car park. It will be lit by the existing street lighting columns. These columns are equipped with LED lanterns to avoid unnecessary light spill and minimise visual and ecological impacts.

There is a well maintained grassed area to the south and the existing trees along Penny Street will be maintained so as to soften the overall appearance of the site. The proposals aim to balance the security of the site and the requirement to retain visibility and helping to blend the site into the surrounding areas.

The site will be drained using traditional drainage runs and gully systems to a connection point in the BwDBC highway drainage network. The drainage will be attenuated through storage pipes before discharge into the existing highway drain.

Further details of the drainage arrangements for the new hardstanding are provided within the supporting assessments and planning drawings.

#### 5.5 Vehicle and Pedestrian Access

Access to the hardstanding area will be by Brown Street car park only. The single entrance and exit point will be barrier controlled. The hardstanding area will not be individually signed, instead being reliant on existing signage for Brown Street car park as any event vehicles will be informed of this access and any car park overspill will already be within Brown Street car park. All major destinations will be sign posted from the car park via a route approved by BwDBC.

Vehicle access to the Brown Street car park would be maintained during construction works.

The boundary footway to the east will be resurfaced for to provide a suitable and safe walking surface.

The access path from Brown Street car park through the existing footpath will include an uncontrolled crossing with tactile surfacing. This footway will connect into the footway on Penny Street and Ainsworth Street/The Mall.



At peak times queues will be allowed to form on the proposed hardstanding and existing Brown Street car park circulatory lanes rather than on the highway.

More details regarding access can be found within the supporting Brown Street Temporary Car Park Transport Statement that accompanies this application.

#### 5.6 Barrier System

The proposed hardstanding barrier will be a height restriction barrier with lockable arms at low and high levels which will allow zero, restricted height or full admittance.

This barrier system will be wholly controlled by Blackburn with Darwen Borough Council.

The location of the proposed barrier system is indicated on the General Arrangement drawing (094953-CAP-HGN-ZZ-DR-C-0101).

#### 5.7 Sustainability

The location of the site in respect of the Development Plan indicates that the site is located in a sustainable location which is accessible via a choice of non-car modes. Promoting sustainable transport is a key theme in both local and national planning policies and it is recognised that transport policies have an important role to play in reducing the need to travel and facilitating the delivery of sustainable development. The proposed hardstanding area seeks to balance existing and future car parking demand alongside other sustainable transport measures to encourage the use of non-car modes. The Brown Street Temporary Car Park Transport Statement that accompanies this application provides details of an emergent Travel Plan for the area.

#### 5.8 Management

The new hardstanding will be managed and maintained by BwDBC. They will patrol the area during working hours as part of existing Brown Street car park routines.

The hardstanding/car park will be serviced by additional Pay and Display machines to be provided by BwDBC Parking Services. The parking charges will match those of the existing Brown Street car park.



### 6. Technical Assessments

The following technical assessments have been undertaken to determine the suitability of the Site, the effects of the proposed development and possible mitigation that may be required:

- Planning Design and Access Statement (this document);
- Transport Assessment;
- Lighting Assessment;
- Flood Risk Assessment;
- Crime Impact Assessment.

The technical assessments undertaken in support of the planning application demonstrate that there would be no unacceptable impacts as a result of the proposed development. Their findings have been used to inform the final scheme design. The reports on each topic form a part of this planning application.

The following section identifies the national and local planning policy framework against which the development proposal has been appraised. It is structured by topic area with commentary to explain, by reference to the findings of the relevant technical assessments, how the main planning issues raised by this application have been addressed and to show that the scheme proposals are policy compliant.

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## 7. Planning Policy Context and Justification

#### 7.1 Legislative Requirements

Development proposals are required to have close regard to relevant national and local planning policies.

#### 7.2 National Planning Policy

The National Planning Policy Framework (NPPF) was published on the 27th of March 2012 and forms the overriding policy framework against which proposed developments should be assessed. The NPPF sets out the Government's economic, environmental and social planning policies for England and articulates the Government's vision of sustainable development.

The NPPF sets out the Government's 'presumption in favour of sustainable development' where local planning authorities should positively seek opportunities to meet the development needs of their area and approve development proposals that accord with the Development Plan without delay.

#### 7.3 The Development Plan

In accordance with Section 70(2) of the Town and Country Planning Act (1990) and Section 38(6) of the Planning and Compulsory Purchase Act (2004), applications for planning permission must be determined in accordance with the statutory development plan, unless material considerations indicate otherwise.

The adopted statutory development plan for Blackburn with Darwen Council comprises:

- The Core Strategy (CS), adopted in January 2011; and
- Local Plan Part 2: Site Allocations and Development Management Policies, adopted in December 2015 (referred to as 'LPP2' in subsequent sections of this Planning Design and Access Statement)

This application has also had careful regard to the Blackburn with Darwen Borough Council Parking Standards (Adopted April 2014).



#### 7.4 Principle of Development and Transport Issues

In terms of national planning policies **Chapter 4, NPPF** relates to Promoting Sustainable Transport. It indicates that the transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel.

#### Paragraph 32, NPPF requires that:

"All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take into account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that could effectively limit the significant impacts of the development."

**NPPF** advises Local Planning Authorities to give consideration to the accessibility of the development site, in terms of promoting sustainable transport, notably walking, cycling and bus and rail options. Where sites are not well served by sustainable means, more parking can be justified, provided that this does not support excessive car use.

**Paragraph 40**, NPPF states that local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.

At the local level, the overarching strategy for development in Blackburn, as set out in the Core Strategy, is to focus development within the urban area subject to compliance with other relevant Development Plan policies. The site is located within the Town Centre Area (LPP2 policy 2) as defined on the Adopted Policies Map.

The site is located within Blackburn Town Centre which the Core Strategy (**Policy CS22**) identifies as being one of the Borough's five main transport hubs. The Core Strategy identifies a "transport hub" as being an area of the borough that will be a major focus for development particularly of types which are open to the public or attract significant numbers of journeys.



**LPP2 Policy 10** sets out details on Accessibility and Transport. It indicates, inter alia, that development will be permitted where it is demonstrated that appropriate provision is made for vehicular access, off street servicing and parking in accordance with the council's adopted standards. The policy states that the needs of disabled people should be fully provided for, including those reliant on community transport services. The policy requires a Transport Assessment to be submitted in support of proposed development that has the potential to affect the transport network significantly.

#### 7.5 Commentary

In March 2016 a Transport Statement was produced as part of the planning application for the Brown Street Temporary Car Park. Due to the proximity of the existing Brown Street car park and the use of the hardstanding to be supplementary to the usage this car park, it can be assumed that the Transport Statements conclusions will still be in line with those of the proposed hardstanding.

The Summary and Conclusion of the Transport Statement noted that:

This Transport Statement has examined site accessibility by different modes of transport and considered the scale of the development proposals with respect to the potential for impact on the local road network and on highway safety.

A study of national and local policy has shown that the proposals are in accordance with policy and guidance. It has been concluded that the number of parking bays and DDA compliant spaces are within parking requirements advocated by BwDBC.

The town centre will reduce its parking capacity with the demolition of the former Thwaites Brewery suggesting that more parking is needed to replace this. The NPPF, Section 40, states that local authorities should provide and improve parking in the town centre. The intended development is intended to go some way towards replacing existing town centre parking which is due to be lost.

It is anticipated that the likely impact of the proposed development on the local highway network will be minimum, due to the proposed number of parking spaces being significantly less than the current parking spaces. A large number of current parking spaces will be lost with the demolition of Thwaites Brewery with the loss of 109 bays at the Penny Street Car Park, 128 at the Thwaites Brewery rooftop car park and 70 spaces are no longer available to the public at Salford Car Park. Therefore, the proposal of 99 parking spaces is less than the current



conditions and it is expected that there will be a reduced number of associated trips connected to the proposal.

A review of the local accident data for the period 2010 to 2014 demonstrates that the surrounding areas close to the proposed car park do not experience any unusual accident patterns. It is also apparent from consideration of the traffic impact assessment that the proposals will not have an adverse impact on road safety. As such, the analysis of the accident data does not give any cause for concern.

It is therefore concluded that there are no highways or transport related reasons to withhold planning permission for the scheme, and that the proposals should be approved.

As such, it is considered that the proposed Development complies with the requirements of LPP2 Policy 10 and is in accordance with the relevant sections of the NPPF

#### 7.6 Landscape Design

**Chapter 7, NPPF** indicates that good design is a key aspect of sustainable development and should contribute positively to making places better for people.

**Policy CS16** provides design policy for the area and requires development in prominent locations, in areas of major change and on transport gateways to demonstrate particularly high standards of design.

LPP2 Policy 11 – Design, requires that all new development will be required to present a good standard of design and will be expected to demonstrate an understanding of the wider context; and make a positive contribution to the local area. The policy indicates that the layout, paving and furnishing of public spaces should be designed so as to complement the character of the area and that a safe environment should be created by ensuring the space is well overlooked and avoiding conflict between vehicles and pedestrians. A robust management and maintenance regime should be established.

With regard to movement and legibility, Policy 11 requires new development to facilitate the safe and convenient movement of people and promote sustainable travel choices. Routes should be easy to use, well lit and overlooked. Materials should assist with way finding and the identification of entrances.



#### 7.7 Commentary

The hardstanding respects the wider context of the area and the provision of landscaping at the perimeter edges of the bus station and along Penny Street will be retained.

The provision of a tarmac surface will bring the additional benefit of re-use back to a site which is currently left in disrepair and creating a negative visual impact. The existing surfacing is unsuitable for events when it becomes wet and boggy and can be a personal injury risk. The new surfacing will provide a more stable ground.

The timber knee rail fence will help to demark the area for its use as an event hardstanding/car park and help direct pedestrians around the are using the footpaths.

#### 7.8 Ecology Assessment

In relation to protecting the environment, the **NPPF** says that the planning system should minimise impacts on biodiversity and that when determining planning application, harm to biodiversity should be adequately mitigated for the development to be permitted.

**LPP2 Policy 9** (Development and the Environment), requires that development should not have an unacceptable impact on environmental assets or interests, including habitats, species and trees.

#### 7.9 Commentary

As the land is currently unused with only minor vegetation within construction rubble at the perimeter of the site, it is viewed that there will be no impact to the existing ecology of the site.

The existing trees along Penny Street will remain throughout the scheme and lighting levels will remain as existing, creating no additional impacts.

Noise and lighting from events will also be substantially similar to that of existing events and will provide no discernible difference to the current level of impact.

As such, it is considered that the proposed Development complies with the requirements of LPP2 Policy 9 and is in accordance with the relevant sections of the NPPF.



#### 7.10 Arboricultural Assessment

**LPP2 Policy 9** indicates that development is expected to incorporate existing trees into the design and layout of the scheme and that if the removal of one or more trees is permitted, an equivalent number (or more) new trees should be planted on or near the site unless there is clear justification for not doing so.

#### 7.11 Commentary

Existing mature trees are growing around the eastern perimeter of the proposed new hardstanding. These trees will be retained and protected throughout the scheme.

As such, it is considered that the proposed Development complies with the requirements of LPP2 Policy 9.

#### 7.12 Air Quality Assessment

**Chapter 11, NPPF** requires the planning system to contribute to and enhance the natural and local environment by, inter alia, preventing new development from contributing towards unacceptable levels of air and noise pollution. It also indicates that through the encouragement of good design, planning decisions should limit the impact of light pollution from artificial light.

**LPP2 Policy 8 (Development and People)** indicates that development will be permitted if the development does not give rise to a deterioration of air quality in an Air Quality Management Area or result in the declaration of a new AQMA, unless the harm caused is significantly and demonstrably outweighed by other planning considerations and a comprehensive mitigation strategy can be secured.

#### 7.13 Commentary

As the area is providing safer more robust area for existing events and acting as overspill parking for Brown Street car park, it is not thought that the air quality will be significantly impacted as part of this proposal.



#### 7.14 Lighting Assessment

**LPP2 Policy 8 (Development and People)** requires a satisfactory level of amenity and safety for uses surrounding the proposed development with reference to a number of factors including light and the relationship between buildings. **LPP2 Policy 11** requires new development to facilitate the safe and convenient movement of people and ensure that public spaces are safe and well lit.

#### 7.15 Commentary

The Brown Street Temporary Bus Station – Light Pollution Report, March 2013 assessed that the lighting columns within this area did not produce unnecessary spill light. Since this report was produced the street lighting in this area has been upgraded to LED lanterns, reducing the spill light further.

The hardstanding area is surrounded by existing lighting columns and it is proposed to retain these units.

Individual events/event holders will produce an assessment of lighting required for each use of the site, identifying if additional lighting is required. This will be approved by BwDBC prior to the event gaining permission to use the land.

When the area is proposed to be used as overfill parking, the Council will undertake their own assessment of lighting levels and determine if it is sufficient or if additional lighting is required prior to the site being opened.

These assessments will allow lighting levels to comply with the requirements of LPP2 Policies 8 and 11.

#### 7.16 Geotechnical Investigation

**LPP2 Policy 8 (Development and People)** indicates that where land is previously developed, potentially contaminated or unstable, development will be permitted if a land remediation scheme is put in place that provides a safe environment for occupants and users and does not displace contamination.



#### 7.17 Commentary

Physical ground investigation works in order to ascertain the presence of contaminated ground within the proposed car park have not been undertaken due to the temporary nature of the hardstanding. Existing ground will be used as part of the road specification.

The historical land use of the site and surrounding area is unlikely to have generated significant contamination impacts albeit some localised hotspots cannot be discounted. Further intrusive ground investigation, together with appropriate soil and groundwater testing, will be undertaken to enable a Remediation Strategy to be developed if required.

The site is not within an area of recorded past or present mine workings, it lies within an area where old coal pits were known to have existed and within a surface coal resource area.

#### 7.18 Flood Risk and Drainage

**Chapter 10, NPPF** deals with flood risk and 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 flood risk elsewhere.

**LPP2 Policy 9 (Development and the Environment)** reiterates this message. It indicates that development must demonstrate that it will not be at unacceptable risk from flooding.

Development with the potential to create significant amounts of surface water run -off will be expected to consider and implement sustainable drainage systems, where required.

#### 7.19 Commentary

A Flood Risk Assessment (FRA) was undertaken for the adjacent Brown Street Temporary Bus Station in March 2013. Due to the proximity of the site in this report it is reasonable to suggest that similar conclusions can be used in the interpretation of the Brown Street hardstanding site.

The development site lies within Flood Zone 2. Table 1 and 2 of the NPPF indicates that the site would be classified as 'Essential Infrastructure' and is an appropriate landuse in Flood Zone 2. It is anticipated that given the nature of the development, there are no alternative appropriate sites at a lower risk from flooding.

Model results presented in the Blackburn and Darwen Level 2 SFRA confirm that the site is at risk of residual flooding from an extreme fluvial flood event greater than a 0.1% annual



exceedence probability (AEP) event. The site is considered to be at a low risk of actual fluvial flooding from a 1% AEP event and at a minor risk (approx 10- 20cm) of flooding from the 1% AEP event plus climate change. The site is considered to be at a low risk of flooding from groundwater sources but at a low to moderate risk of flooding from surface water and artificial sources. There are no reported historical flood records at the site.

As such, it is considered that the proposed Development complies with the requirements of Local Plan policies and is in accordance with the relevant sections of the NPPF.

#### 7.20 Crime Impact Assessment

**LPP2 Policy 8** indicates, inter alia, that development will be permitted if the development incorporates positive measures aimed at reducing crime and improving community safety, including appropriate detailed design.

#### 7.21 Commentary

Controlled access will be provided via a barrier system at the entrance to the hardstanding. To assist in reducing the risk of crime and antisocial behaviour, the site will be open plan and lit from the existing street lighting. These measures seek to reduce the fear of crime and create a safe environment for users of the service.

The general public will be directed around the site using the footpaths by the timber knee rail around the perimeter.

Some natural surveillance of the car park will be provided by the surrounding uses, including The Mall and Blackburn Bus Station. The layout of the car park and associated boundary treatments is such as to ensure that hiding places and blind spots are not created.

#### 7.22 Other Planning Guidance

This application has had careful regard to the Blackburn with Darwen Borough Council Parking Standards (Adopted April 2014).

For further information, please refer to the Transport Assessment that accompanies this planning application.





### 8. Conclusion

This statement has been prepared in support of a full planning application for a new event hardstanding space that may also provide circa 132 car parking space to increase capacity for the adjacent Brown Street car park.

The technical assessments that have been prepared with regard to this application have demonstrated that there will be no unacceptably adverse impact or effects arising from the development during construction and once operational.

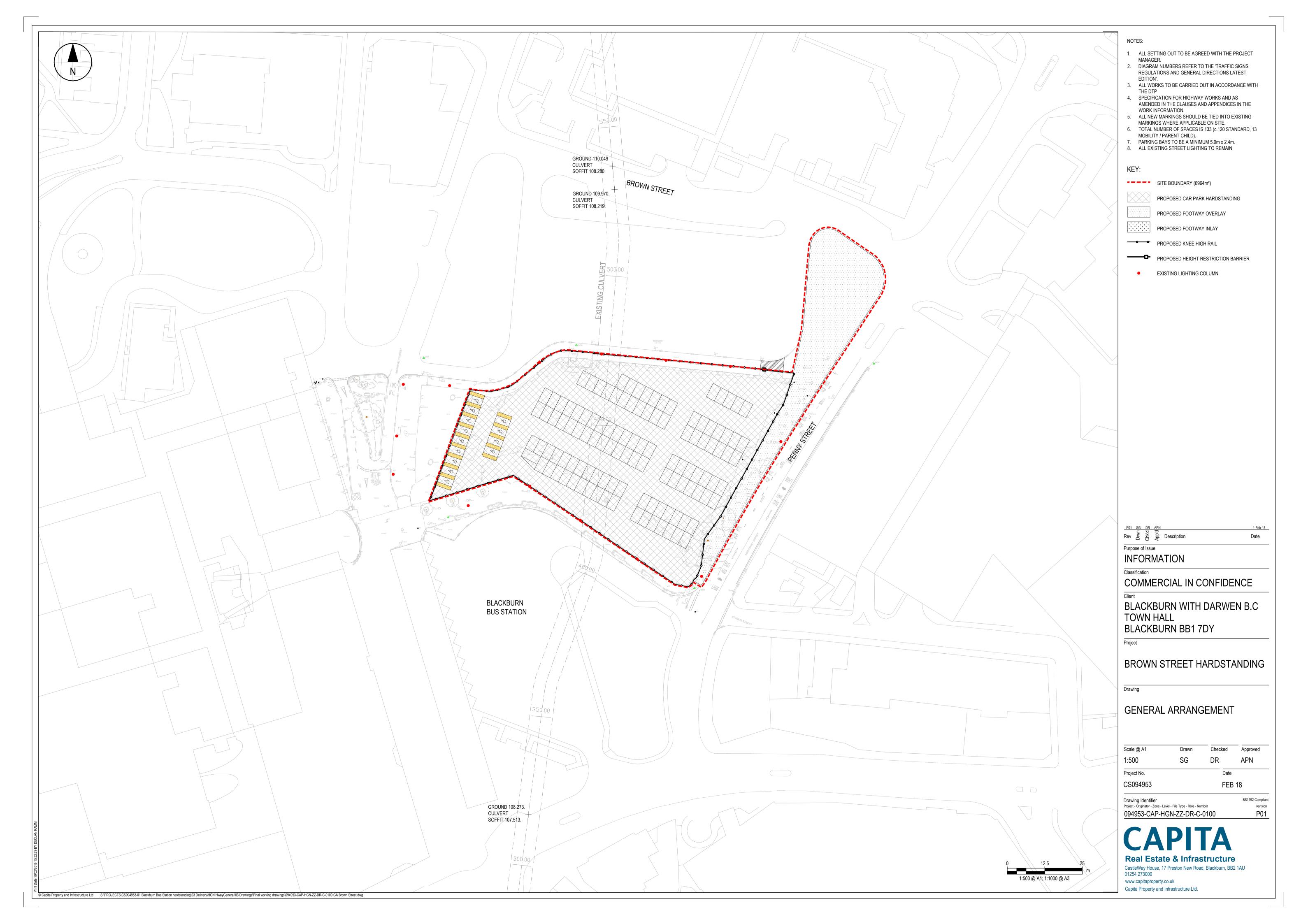
As demonstrated within this Planning Design and Access Statement, the proposed development complies with planning policies in the National Planning Policy Framework (NPPF) and the adopted Local Plan, including the Council's Parking Standards. It is therefore respectfully recommended that the application should be granted planning permission.

Every effort has been made to provide the Local Planning Authority with sufficient information to enable the positive determination of the application. However, it is requested that the Agent (Capita) is contacted in the first instance if anything further is required.

# Appendix A Site Location



# Appendix B General Arrangement



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