

Proposed development: Full Planning Application for Construction of 517 space surface level car park comprising 467 standard spaces (2.5m x 5m) and 50 larger spaces (3.75m x 6.2m); an additional 20 motorcycle spaces, new barrier-controlled access from Old Bank Lane, boundary footpath along southern perimeter, landscaping, timber knee-high fence rail, 28No. 6m high LED lighting columns and 2no. CCTV masts/cameras

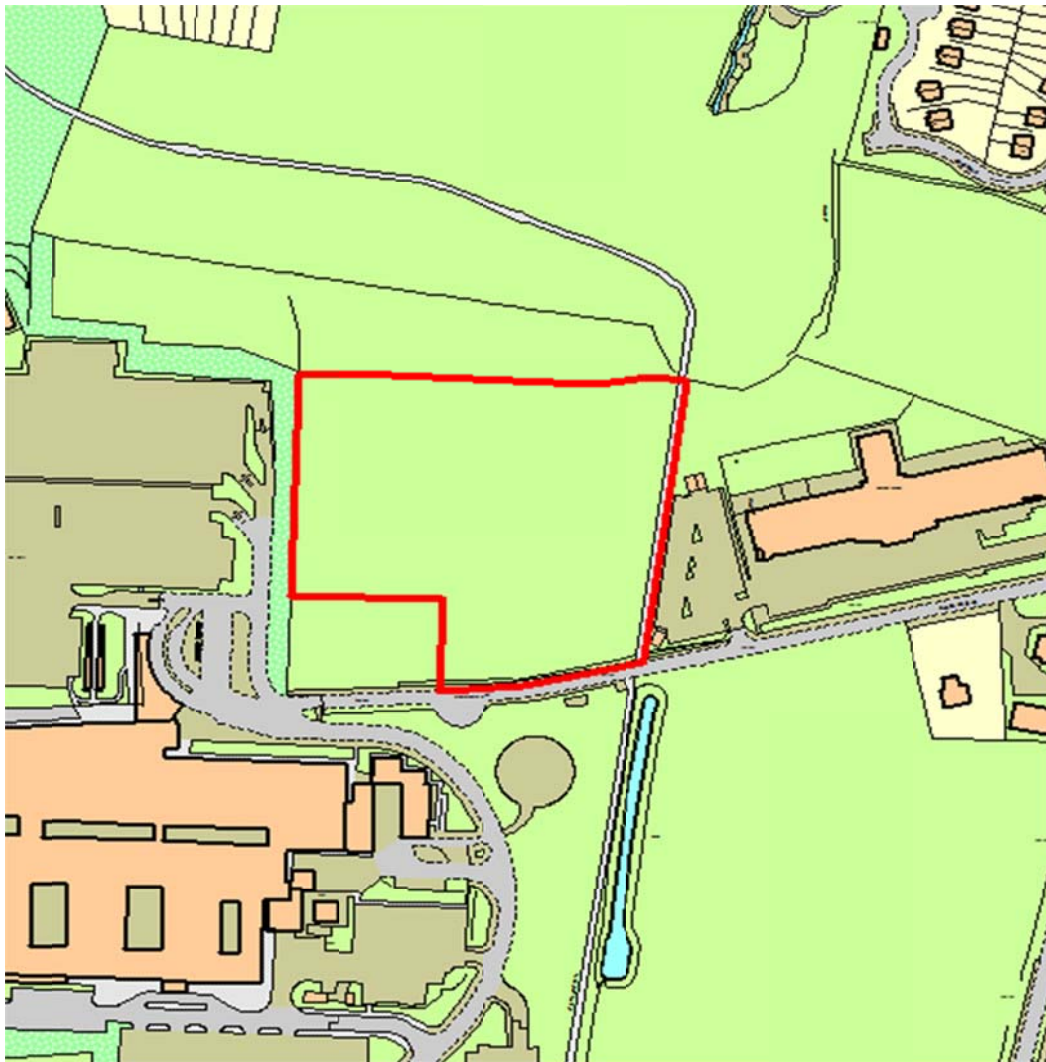
Site address: Land off Old Bank Lane, Old Bank Lane, Blackburn,

Applicant: Blackburn with Darwen Borough Council

Ward: Queens Park

Councillor Faryad Hussain	
Councillor Salim Mulla	
Councillor Mustafa Desai	

INSERT LOCATION PLAN



1.0 SUMMARY OF RECOMMENDATION

1.1 APPROVE – subject to conditions.

2.0 KEY ISSUES/SUMMARY OF PLANNING BALANCE

2.1 The proposal will see the construction of a 517 space surface level car park, comprising 467 standard spaces measuring 2.5m x 5.5m; 50 larger spaces measuring 3.75m x 6.2m; 20 motorcycle spaces; barrier-controlled access from Old Bank Lane; boundary footpath along the southern perimeter of the car park; associated landscaping; timber knee-high fence rail; 28no. 6m high LED lighting columns and 2no. CCTV masts / cameras. The car park is intended, primarily, to provide additional parking provision for patients and visitors of the Royal Blackburn Hospital (RBH), whilst significantly alleviating pre-existing road congestion in the locality caused by traffic queuing along Haslingden Road to access the hospitals existing car. The car park will also be available for general public use and may also provide additional provision to meet the demand of local business; on an option to lease basis.

2.1.1 The key issues to be addressed are as follows:

- Principle of the development
- Impact of the development on the surrounding highway network
- Impact of the development on amenity
- Drainage
- Ecology

2.1.2 Careful consideration has been applied to the recognised under provision of car parking spaces for hospital patients and visitors and the resulting impact on the surrounding highway network caused by queuing traffic along Haslingden Road, particularly around patient visiting times, when traffic is often queued back towards the junction of the M65, a result of which can be increased patients waiting times due to consultants arriving late into the hospital for their afternoon clinics. The proposal has been considered in the context of RBH's large catchment area, which demonstrates that 72% of patients attend from outside the borough, and the significant reduction in bus services which travel to and from the hospital at peak times, as a result of budgetary pressures from cuts in government funding. A single bus service runs every 30 minutes. However, due to congestion of the highway network, buses cannot run to schedule, exemplified by a 13 minute bus journey from the Blackburn Bus Station to the hospital often taking up to 45 minutes. Notwithstanding this reduction in public transport services, the location of the site is considered sustainable, accessible via a choice of alternative modes of transport.

- 2.1.3 The benefits of the proposal have been assessed against its potential impact on the highway network; on amenity, including air quality, light pollution and land contamination; drainage and ecology.
- 2.1.5 The proposal is considered to support the Council's Core Strategy objectives, as well as achieving compliance with relevant national and local plan policies of the adopted Blackburn with Darwen Borough Local Plan Part 2.

3.0 RATIONALE

3.1 Site and Surroundings

- 3.1.1 The application site comprises an area of undeveloped land, which is located and accessed to the north of Old Bank Lane, Blackburn, to the north east of the RBH campus. To the west of the site lies a surface level car park serving the hospital and to the east Newfield School. North of the site is open land covered in a low lying vegetation. The area generally is characterised as mixed, comprising the extent of the hospital, employment units and residential properties.
- 3.1.2 It is recognised that adjacent to the south east corner of the site, planning permission was granted for a Satellite Renal Dialysis Unit, on 25th April 2017 (ref. 10/17/0177). The development has yet to commence.

3.2 Proposed Development

- 3.2.1 Planning permission is sought for a 517 space surface level car park, comprising 467 standard spaces measuring 2.5m x 5.5m; 50 larger spaces measuring 3.75m x 6.2m; 20 motorcycle spaces; barrier-controlled access from Old Bank Lane; boundary footpath along the southern perimeter of the car park; associated landscaping; timber knee-high fence rail; 28no. 6m high LED lighting columns and 2no. CCTV masts / cameras.
- 3.2.2 Surface construction will be asphalt, which will be lit by LED lanterns, mounted on 6m high columns.
- 3.2.3 Access will be taken from Old Bank Lane and will be barrier controlled. Two barriers will be provided on the access and egress with sufficient off-highway queuing space to alleviate congestion on the highway.
- 3.2.4 A boundary footway will be provided around the southern perimeter of the car park, to link with the existing footway on Old Bank Lane, providing pedestrian links to the hospital via Old Bank lane and to the Queens Park area and Haslingden Road, via the adjacent footway / cycleway, which will be improved by the introduction of illuminated bollards.

- 3.2.5 The car park will be open 24 hours a day every day of the year and will be monitored by 2no. column mounted CCTV cameras. It will be managed and maintained by Empark, the Local Health Authority's Car Park Management Company, who look after the adjacent RBH car park and it will be patrolled during working hours. A communications link will also be provided to the hospital car park management offices.

3.3 Development Plan

- 3.3.1 In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan, unless material considerations indicate otherwise.

- 3.3.2 The Development Plan comprises the Core Strategy, the adopted Local Plan Part 2 – Site Allocations and Development Management Policies and the Darwen Town Centre Conservation Area SPD. In determining the current proposal the following are considered to be the most relevant policies:

3.3.3 Core Strategy

- CS1 – A Targeted Growth Strategy
- CS11 – Facilities and Services
- CS16 – Form and Design of New Development
- CS17 – Built and Cultural Heritage
- CS20 – Cleaner, Safer, Greener
- CS22 – Accessibility Strategy

3.3.4 Local Plan Part 2

- Policy 1 – The Urban Boundary
- Policy 7 – Sustainable and Viable Development
- Policy 8 – Development and People
- Policy 9 – Development and the Environment
- Policy 10 – Accessibility and Transport
- Policy 11 – Design

3.4 Other Material Planning Considerations

- 3.4.1 National Planning Policy Framework (The Framework).

At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. For decision taking, this means approving development proposals that accord with the development plan without delay (paragraph 14).

3.4.1 Paragraph 32 of The Framework require 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 into 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.*

3.4.2 The site is located adjacent to the RBH. Core Strategy Policy CS22 identifies the hospital as one of the borough’s five main transport hubs. A “transport hub” is described 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 number of journeys.

3.5 Assessment

3.5.1 Principle of the development

The application lies within the Inner Urban Area, not otherwise allocated; as defined on the Adopted Policies Map of the Local Plan Part 2. The principle of the development is, therefore, accepted, in accordance with Local Plan Policies and The Framework’s presumption in favour of sustainable development, which should proceed without delay and its requirement for planning to support economic development, identifying and responding positively to opportunities for growth and promoting the vitality of urban areas, taking into account their different roles and characters.

3.5.2 Highways

Local Plan Part 2, Policy 10 sets out that development will be permitted provided it has been demonstrated that road safety and the safe, efficient and convenient movement of all highway users is not prejudiced; that appropriate provision is made for vehicular access, off street servicing and parking, in accordance with the Council’s adopted standards and that the needs of disabled people should be fully provided for, including those reliant on community transport services. The policy also requires submission of a supporting Transport Assessment (TA) for proposed development that has the potential to significantly affect existing transport systems.

3.5.3 A TA has been submitted and reviewed by Highways and Transport colleagues. The Assessment concludes that no new trips would be generated by the proposal, which would essentially involve the redistribution of existing traffic flows on the local network. The parking

assessment indicates that the existing RBH parking provision is not in accordance with the Council's benchmark standards. Currently 2399 car parking spaces are available, inclusive of 126 disable bays. The benchmark standards recommend 2626 car parking spaces, inclusive of 263 disabled bays. The proposed additional 517 spaces would bring the total provision to 2899, representing an over provision but broadly in accordance with the benchmark standards, particularly given the presumption to the availability of spaces for the wider commercial community.

- 3.5.4 An evaluation has been undertaken of the operational capacity of the Haslingden Road / RBH Access roundabout and Haslingden Road / Shadsworth Road roundabout. The results indicate improved junction performance as a result of the redistribution of traffic flows on the local network.
- 3.5.5 Access to and from the site is to be taken from Old Bank Lane. Despite the absence of vehicle tracking into and out of the site, it is considered that the means of access is appropriate.
- 3.5.6 Junction improvements to Old Bank Lane and Shadsworth Road are acknowledged as necessary, to facilitate the development. It is considered reasonable to secure these by application of an appropriately worded condition attached to the planning permission.
- 3.5.7 The layout and orientation of the parking bays is appropriate and sufficient manoeuvring space is provided, in accordance with the Council's standards.
- 3.5.8 A Construction Management Statement should also be required by condition, to ensure minimised disruption during construction.
- 3.5.9 The sites location is recognised as sustainable. The car park seeks to balance existing and future car demand alongside other sustainable transport measures to encourage non-car modes. The accompanying TA provides details of an emergent Travel Plan for the hospital that is being prepared by the East Lancashire NHS Hospital Trust, the aim of which is to reduce the impacts of car travel through measures to encourage greater use of public transport, cycling and walking.
- 3.5.10 Notwithstanding the inevitable increase in traffic to Old Bank Lane, the TA does not identify the need for a pedestrian crossing point on Old Bank Lane to link the Public Right of Way which runs from north, at Haslingden Road, to south adjacent to the car park and beyond into Audley. The Council is, however, committed to monitoring the situation upon completion of the car park and, should justification be demonstrated for the introduction of a crossing point, provision may be made.

3.5.11 Accordingly, the Council's Highways and Transport consultee offer no objection to the proposal, in compliance with Policy 10.

3.5.12 Amenity

Policy 8 sets out that development will be permitted where it can be demonstrated that it would secure a satisfactory level of amenity and safety for surrounding uses and for occupants or users of the development itself, with reference to noise, vibration, odour, light, dust, other pollution or nuisance, privacy / overlooking, and the relationship between buildings.

3.5.13 In recognition of the potential of the proposal to impact upon air quality, an air quality scoping letter has been submitted, underpinned by the content of the aforementioned TA. The existence of the Intack Air Quality Management Area (AQMA) is recognised, which is located at the north end of Shadsworth Road. The scoping letter, however, indicates that concern is unfounded as, with the exception of Old Bank Lane, the baseline traffic levels will not be increasing. No objection is, therefore, offered from Public Protection colleagues towards air quality impact. Provision of electric vehicle charging points is, however, recommended through application of a condition, in order to promote and cater for low emission vehicles.

3.5.14 A Phase 1 Desk Study in respect of land contamination was submitted at pre-application stage and reviewed by Public Protection colleagues, which identified no on site sources of contamination. No further investigation was deemed necessary, given the low risk end use of the site.

3.5.15 The submitted Lighting Statement, detailing the proposed car parking lighting, has been reviewed by Public Protection colleagues. Although the car park is well separated from residential properties, application of a condition to control potential light intrusion is recommended.

3.5.16 Overall, the scheme is considered compliant with Policy 8.

3.5.17 Drainage

Policy 9 sets out that development will be required to demonstrate that it will not be at an unacceptable risk of flooding and impact on environmental assets or interests, including habitats, species and trees.

3.5.18 Following review of a supporting Flood Risk Assessment, no objection has been offered by the United Utilities, The Environment Agency or the Council's Drainage team; subject to application of conditions to manage surface water drainage, in order to reduce the risk of flooding and pollution to the watercourse.

3.5.19 Trees and Landscaping

A supporting Tree Survey identifies the need for the removal of 3 groups of trees; G2 and G3 which lie to the front of the site abutting Old Bank Lane and G4, the largest group running through the site north to south. The loss of G4 is accepted and will be mitigated by compensatory planting secured through application of a condition. It is, however, considered that G2 and G3 can be retained, providing they are managed accordingly, to ensure they do not compromise sight lines.

3.5.20 Ecology

An Ecology Appraisal has been submitted. To date, no response has been received. Comments received will be reported in the Update Report.

3.5.21 Design and Layout

Policy 11 sets out 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.

3.5.22 The design of the car park is considered to respect the wider context of the area, ensuring an appropriate feature within the local setting. Provision of soft landscaping is proposed around the perimeter to enhance its visual appearance, to be secured by condition.

3.5.23 The scheme is considered compliant with Policy 11.

3.5.24 Summary

This report assesses the full planning application for the proposed car park and associated work. In considering the proposal, a wide range of material considerations have been taken into account and the development is considered to have sufficient merit to achieve compliance with the Development Plan.

4.0 **RECOMMENDATION**

4.1 **Approve subject to:**

Conditions which relate to the following matters:

- Commence within 3 years.
- Scheme of Junction improvements to Old Bank Lane / Shadsworth Road to be submitted and approved within 6 months of the implementation of the car park. Scheme to be implemented within an agreed timescale.
- Construction Management Plan to be submitted, approved and implemented.

- Surface water drainage scheme to be submitted, approved and implemented.
- Landscaping scheme to be submitted approved and implemented.
- Tree protection to be undertaken in accordance with measures detailed in submitted Tree Survey
- Provision of electrical vehicle charging points.
- Light intrusion control.

5.0 PLANNING HISTORY

5.1 No relevant planning history exists.

6.0 CONSULTATIONS

6.1 Arboricultural Officer

No objection see paragraph 3.5.19.

6.1.2 Local Authority Drainage

No objection, subject to application of drainage condition to ensure implementation of an appropriate scheme of surface water drainage.

6.1.3 United Utilities

No objection, subject to application of drainage condition to ensure implementation of an appropriate scheme of surface drainage.

6.1.4 Environment Agency

No objection.

6.1.5 Public Protection

Amenity

No objection. Recommended conditions:
Control of light intrusion into residential properties
Provision of electrical vehicle charging pions

Contaminated Land

No objection.

6.1.6 Highways

No objection. Recommended condition:
Construction Management Plan.

6.1.7 Lancashire Constabulary

Consideration given to security in the form of CCTV and appropriate lighting. Appropriate land and direction floor markings and signage.

6.1.8 Ecology

No objection, subject to appropriate mitigation measures.

6.1.9 46 surrounding properties were consulted by letter, consisting of commercial and residential and a series of site notices were displayed. Ward Councillors were also consulted.

6.1.10 A single letter of objection was received. The material planning consideration referred to in the letter is summarised as follows:

- Tree planting / landscaping
- Road Safety
- Drainage

7.0 CONTACT OFFICER: Nick Blackledge, Planner

8.0 DATE PREPARED: 4th October 2017.

9.0 SUMMARY OF REPRESENTATIONS

Objection Mrs S Speller, 207 Fancy Row, Haslingden Road 27.09.17

Planning Department.
Town Hall.
Blackburn.

28 SEP 2017

Ref.
Application no. 10/17/1083.

207, Haslingden Rd.
Fancy Row,
Blackburn.
BB1 2ND.
01254 679373
27/09/17.
sylviaspellars@btinternet.com.

Dear Sir/Madam.

I wish to raise concerns re the above mentioned plans and request that you act on your responsibility for Duty and Care towards residents of the borough.

1. Inadequate Tree Planting/Landscaping.

Numerous near mature trees in this now wooded area as well as the ancient hedging shown to be destroyed as well as the natural wildlife. Red Deer, Pheasants, etc. etc. Replaced by a huge hospital car park, coping with thousands of vehicles daily. Mainly all short stay with engines stopping and starting creating an enormous amount of air pollution. This situation requires more trees/landscaping to cope with the added pollution and not less as is shown. This ought to be evaluated for not only air, but noise and light pollution also. Young saplings will not help for some 10 years or so.

2). Road Safety.

Old Bank Lane has no pedestrian crossing.
An extremely busy foot/cycle way from Haslingden Rd to Old Bank Lane which forces users to cross the road to continue. There is no path on either side of exit when

you reach Old Bank Lane. Many disabled scooter users from Shadsworth as well as my own husband use this route to get out of their walls. Their only safe route away from traffic congestion, deafening noise from sirens and cars and choking vehicle emissions immediately next to you. They as well as baby pram pushers, pedestrians, and cyclists cannot reach anywhere including Shadsworth, Queen Park Area, Audley Range directions as well as users from the other direction without having to cross Old Bank Lane. Even if attending the hospital!

This was the only safe pedestrian walk from our homes left in this area. Unable to walk for exercise from your home due to all the congestion from traffic and noise and air pollution. No pedestrian crossing anywhere to the green grass across the road to attempt a walk. Nearest is at Guide Village at least $1\frac{1}{3}$ mile away. This situation deserves a consideration of care.

3. Sewage • Rain Water.

Surprised to note that you consider the Old Bank Lane sewers along with a storage tank as being sufficient to deal with all the water from such a large area. Old Bank Lane constantly floods in heavy rain now with all the natural drainage of a green field as is presently. The sewers have historically only ever served one small property. A farmhouse which was purchased on notice given by your Council when hospital plans were being drawn up. Even though it is stated that there is no available history. If you inspect the old maps this will become clear. Our properties already suffer from the poor drainage

system passed by planners on the Evolution Park to the rear. Mainly due to the raising of the ground level, well above our ground level from 1800 years.

The level of the car park surely must not be increased higher than road level is at present and all surface water should be directed away from the direction of our already suffering homes.

This letter is also on behalf of the ten homes on Fancy Row and including all residents that we speak to.

Please take time to show consideration to this whole situation. Our intention is not to oppose the plans due to the desperate traffic situation, simply to draw attention to the enclosed details.

— Thank You

