

COMMITTEE DATE: 05/02/2019

Application Reference: 18/0612

WARD: Talbot
DATE REGISTERED: 05/09/18
LOCAL PLAN ALLOCATION: Defined Inner Area

APPLICATION TYPE: Full Planning Permission
APPLICANT: ASK Property Services

PROPOSAL: Demolition of existing buildings and erection of three-storey building for use as a medical centre with associated parking and landscaping.

LOCATION: 118 ADELAIDE STREET, BLACKPOOL, FY1 4LN

Summary of Recommendation: Grant Permission

CASE OFFICER

Miss. S. Parker

BLACKPOOL COUNCIL PLAN 2015 -2020

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool and **Priority two of the Plan** - Communities: Creating stronger communities and increasing resilience.

SUMMARY OF RECOMMENDATION

The development proposed is considered to be of high-quality (meeting the requirements of paragraphs 124, 127, 130 and 192 of the National Planning Policy Framework (NPPF) and Policies CS7, CS8, LQ1, LQ2 and LQ4), would help to preserve the character and appearance of the Town Centre Conservation Area (meeting the requirements of paragraph 192 of the NPPF and Policies CS8 and LQ9), would not detract from the setting of the Winter Gardens (meeting the requirements of paragraph 192 of the NPPF and Policies CS8 and LQ10) and would provide a valuable community facility in a particularly deprived area of the borough (meeting the requirements of paragraph 92 of the NPPF and Policies CS15 and BH19). No other material considerations have been identified that would weigh substantially against the application. As such it is judged to represent sustainable development and Members are respectfully recommended to grant planning permission.

INTRODUCTION

The application is before the Committee because it proposes major scale development within the Town Centre Conservation Area.

SITE DESCRIPTION

The application relates to a 0.17ha, L-shaped site on the southern side of Adelaide Street. The site is bound by South King Street to the east and Alfred Street to the west. An alleyway runs along the southern boundary of the site with properties fronting Albert Road beyond. The L-shaped site wraps around four terraced properties fronting Alfred Street. A small triangle of land at the north-eastern corner of the junction of Adelaide Street and Alfred Street falls outside of the site. This triangle of land is owned by Blackpool Council.

The land slopes away somewhat from the north-eastern corner of the site. There is a level change of around 2.5m east to west and 1m north to south. At present the site is entirely hard-surfaced.

The front part of the site facing Adelaide Street falls within the Town Centre Conservation Area. At present the eastern part of this frontage is occupied by the existing Adelaide Street Surgery building. The western end of this frontage is currently cleared and is being used as a construction compound for a nearby development. This land was formerly occupied by the building of The Comrades of the Great War Club which was established in 1917. The building had previously been a Grammar School and dated back to 1893. It was a simple but attractive building of architectural merit and was locally listed for its heritage value. The building was destroyed by fire in July 2017 and subsequently demolished. The rear part of the site fronting South King Street is occupied by the South King Street doctors surgery building. There is an area of off-street car parking between the two surgery buildings.

The South King Street Surgery building is a dormer bungalow with accommodation in the roofspace and a two-storey side extension to the south. It has little architectural merit. The Adelaide Street Surgery building is an imposing three-storey structure of simple detailing. Although it falls within the Town Centre Conservation Area and is of solid and balanced construction, it offers limited architectural merit.

There are a number of statutorily and locally listed buildings within the immediate vicinity of the application site including the Grade II* Winter Gardens complex to the west, the Masonic Hall to the north-east and the Stanley Arms Hotel public house to the north.

DETAILS OF PROPOSAL

The application seeks full planning permission for the demolition of the existing buildings and the erection of a three-storey building to be used as a new doctors surgery. The two existing doctors surgeries at Adelaide Street and South King Street would be merged into this new building. The submitted application form states that staff levels would not change as a result of the development but would remain at 55 full-time employees and 25 part-time employees.

The building would front Adelaide Street and be predominantly three storeys in height, with two-storey sections to the Alfred Street and rear elevations. Although the roof-form varies, the building would generally have eaves and ridge heights of 11.8m and 14.7m respectively. The two-storey sections would be up to 8.7m in height. It would be roughly rectangular with a maximum width of 35.5m to Adelaide Street and a maximum depth of 24.5m. It would occupy the land where the existing Adelaide Street Surgery stands and the cleared site of the former Comrades Club. The area currently occupied by South King Street Surgery would become a car park for 18 vehicles and vehicular access would continue to be taken from South King Street.

The building would be faced in brick but would include a significant amount of glazing. The entrance point would be set within a flat-roofed section of curtain wall glazing. Between this section and South King Street the building would have a crown roof set behind a low parapet. The section between the main entrance and Alfred Street would include two gable-topped elements facing onto Adelaide Street separated by a narrow recess. The Alfred Street frontage would comprise a two-storey flat roofed projection partially topped by a flat-roofed glazed box. Behind this, the main body of the building with its more traditional roof-form would be visible. The rear elevation would also incorporate a flat-roofed, two-storey section with the main body of the building rising behind it.

Internally, the centre would provide a pharmacy at ground floor level at the junction of South King Street and Adelaide Street. To the west of this would be the main entrance point and waiting area with the reception and staff welfare facilities positioned centrally. Consultation rooms would run along the Adelaide Street, Alfred Street and rear elevations of the building with further staff welfare provision in the south-east corner. This arrangement would largely be repeated at first floor level but additional consultation rooms would occupy the space above the pharmacy. The second floor would provide further staff welfare accommodation along with meeting rooms, a record room, plant space and offices. A limited number of additional consultation rooms would be provided along the rear elevation.

The application has been supported by a:

- design and access statement
- heritage statement
- sun-path analysis
- landscape strategy
- transport statement
- travel plan
- drainage statement
- bat survey
- BREEAM report
- land contamination assessment

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- the principle of the development in this location
- the impact on residential amenity
- the design of the building and heritage impact
- the acceptability of the access and parking arrangements

These issues will be discussed in the assessment section of this report.

CONSULTATIONS

Built Heritage Manager (initial response): the site falls within the Town Centre Conservation Area and includes the site of the former Comrades Club which was locally listed. Thought has clearly been given to the design and context of the new building. However, the design appears to have taken its cues from the new buildings approved in connection with the Winter Gardens Conference Centre rather than the more immediately surrounding buildings. Furthermore, the flat roof and parapet would visually increase the height of the building and contrast with the more traditional roof-forms evident in the vicinity. The building line is that of further along the street whereas No. 118 Adelaide Street is set back, and this would exacerbate the buildings dominance. Otherwise, no objections are raised.

Built Heritage Manager (follow-up response): the new design is much better than the original and takes account of local context. However, the scale is still at odds with the essentially domestic scale of the immediate surroundings and further changes could be made to better reflect local distinctiveness. The main concern is the Adelaide Street elevation. The walls are flat and uninspiring and contain too much glazing. The introduction of a dark plinth and string course should be considered and a termination should be introduced to the gables. The windows should be reduced in scale and stone surrounds provided to add interest and texture and reflect the traditional stone bays that are distinctive in the locality. The amount of glazing on the corner with South King Street is a concern and should be broken up to create a more slender corner feature.

Blackpool Civic Trust: No comment.

Head of Highways and Traffic Management: the Transport Assessment is considered to be acceptable and no further detail or information is required. The proposed conditions are noted and advice will be given on the discharge of conditions 13, 15, 17 and 18 as required. The applicant should be advised that a Highways Act permission would be required for the new access and the closure of the redundant crossings on Adelaide Street and their replacement with a single pedestrian dropped crossing.

Head of Coastal and Environmental Partnership Investment (Lead Local Flood Authority): No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

Service Manager Public Protection (land contamination): No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

Head of Parks and Green Environmental Services: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

Waste Services Manager: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

United Utilities: Foul and surface water should be drained separately and this should be secured through condition. Surface water should be drained in the most sustainable way. Conditions should be imposed to require the agreement of a surface-water drainage scheme and a lifetime management and maintenance plan for this scheme. The Lead Local Flood Authority should advise on discharge rates. United Utilities (UU) must approve any systems proposed for adoption. Level of cover to UU assets must not be compromised. If a sewer is discovered during construction, a Building Control body must be consulted. UU must be contacted regarding water connection.

PUBLICITY AND REPRESENTATIONS

Press notice published: 13th September 2018

Site notice displayed: 14th September 2018

Neighbours notified: 5th September 2018

No representations have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the update note.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The revised National Planning Policy Framework (NPPF) retains the key objective of achieving sustainable development and hence there is a presumption that planning applications proposing sustainable development will be approved. It provides advice on a range of topics and is a material planning consideration in the determination of planning applications. The parts most relevant to this application are:

- Section 7 - Ensuring the vitality of town centres
- Section 8 - Promoting healthy and safe communities
- Section 9 - Promoting sustainable transport
- Section 11 - Making effective use of land
- Section 12 - Achieving well-designed places
- Section 14 - Meeting the challenge of climate change, flooding and coastal change
- Section 16 - Conserving and enhancing the historic environment

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

The National Planning Practice Guidance (NPPG) expands upon and offers clarity on the points of policy set out in the NPPF. For the purpose of this application the sections on conserving and enhancing the historic environment; design; ensuring the vitality of town centres; flood risk and coastal change; health and well-being; and travel plans, transport assessments and statements in decision-taking are most relevant.

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

The Blackpool Local Plan: Part 1 - Core Strategy was adopted by the Council in January 2016.

The policies in the Core Strategy that are most relevant to this application are:

- CS1 - Strategic Location of Development
- CS4 - Retail and Other Town Centre Uses
- CS7 - Quality of Design
- CS8 - Heritage
- CS9 - Water Management
- CS10 - Sustainable Design and Renewable and Low Carbon Energy
- CS12 - Sustainable Neighbourhoods
- CS15 - Health and Education

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006. A number of policies in the Blackpool Local Plan (2006) have now been superseded by policies in the Core Strategy (these are listed in Appendix B of the Core Strategy). Other policies in the Blackpool Local Plan are saved until the Local Plan Part 2: Site Allocations and Development Management Policies is produced.

The following policies are most relevant to this application:

- LQ1 - Lifting the Quality of Design
- LQ2 - Site Context
- LQ4 - Building Design
- LQ6 - Landscape Design and Biodiversity
- LQ9 - Listed Buildings
- LQ10 - Conservation Areas
- BH3 - Residential and Visitor Amenity
- BH19 - Neighbourhood Community Facilities
- NE6 - Protected Species
- AS1 - General Development Requirements (Access and Transport)

ASSESSMENT

Principle

The site falls within the Town Centre Conservation Area but outside of the defined Town Centre Boundary. The application site is not subject to any specific allocation or designation. Policy CS15 of the Core Strategy relates to the provision of health and education services. It promotes development that would increase community access to health facilities and complement existing local health care facilities. Saved Policy BH19 of the Local Plan also remains relevant. This states that the Council will promote and encourage the development of new community facilities on vacant or underused sites in areas where there is an identified shortfall in provision.

The application seeks to consolidate, expand and modernise the medical services provided by South King Street Surgery and Adelaide Street Surgery. These two surgeries currently occupy dated buildings that are increasingly unfit for purpose and incapable of coping with levels of demand. The scheme is being driven by the NHS Wyre and Fylde Clinical Commissioning Group and the building has been designed to meet identified and predicted need in the local community.

It is recognised that Policy BH19 requires new facility provision to be located in accordance with the sequential test. However, the site is already established for the use proposed. Furthermore it is in a very accessible location on the edge of the defined Town Centre within the area that it serves. As such, and although the application proposes an increase in floorspace, the sequential test is considered to be satisfied.

In light of the above, the proposal is considered to be acceptable in principle.

Amenity

The site is already used for the delivery of medical services and formerly included a social club. On this basis the proposal is not expected to have a significant impact on residential amenity over and above what exists at present as a result of noise or activity associated with the use.

The building would be separated from the existing properties on the opposite side of Adelaide Street by 16m and from those on South King Street by 15m. Its eaves would rise 3m above those of the existing properties on South King Street and nearly 4m above those on Adelaide Street. Ordinarily the Council expects to see minimum separation distances of 21m between two-storey properties in order to safeguard privacy and light levels. This should be increased for taller buildings. The former Comrades Club building sat 18m away from the facing properties, and the existing Adelaide Street Surgery sits 20m away from those on Adelaide Street and 16.5m away from those on South King Street.

In order to safeguard privacy, appropriate treatments to the windows of the building could be agreed and secured through condition. The building would sit to the south and west of the

existing properties and would have the potential to impact upon light levels. As a result, a sun-path analysis has been requested. This appraisal considers the shadow that would be cast at both the winter and summer solstice at 9am, 12noon, 3pm and 6pm. It demonstrates that, despite the increased height and proximity, there would be little material increase in the over-shadowing of neighbouring properties as a result of the new development.

The existing properties fronting Albert Road would be separated from the proposed building by the new car park and so would be unaffected.

A refuse store is proposed to the side/rear of No. 17 Alfred Street. Details of this enclosure could be agreed through condition to ensure that it would not have an amenity impact on this neighbour.

In light of the above, no unacceptable amenity impacts are anticipated.

Visual Impact

The design of the scheme has been a key point of consideration and significant changes have been made since first submission to respond to concerns raised. The site is on the edge of the Town Centre Conservation Area and within the setting of statutorily and locally Listed Buildings. The corner itself is prominent and situated on a main route into the Town Centre. It has therefore been imperative to ensure that the design is of a high standard that is fit for purpose but also sympathetic to its context.

The building now proposed would comprise various elements to break up its scale and massing. This would be particularly evident along the main Adelaide Street elevation. The section of building on the corner would have a crown roof set behind a parapet and would include large areas of glazing. A full-height central brick column would provide visual strength and vertical emphasis. A brick band between ground and first floor levels would project slightly over the pharmacy shop-front and help to define the different uses in the building. At upper floor level, the vertical emphasis would be reinforced by two-storey glazed panels flanked by aluminium louvres and recessed brickwork that would wrap round onto South King Street. It is felt that this design makes an appropriate feature of the corner whilst maintaining the vertical emphasis established by the traditional bays visible in the area.

The remainder of the Adelaide Street frontage would comprise a full-height, recessed glazed section that would form the main entrance and public waiting areas. This would not only break up the mass of the elevation, it would make the building easily legible and the point of access into a focal feature. Next to this section would be two gable-topped panels separated by a narrow recess. Again this would reflect the form and rhythm of the traditional properties in the area. The fenestration would maintain vertical emphasis as would the aluminium-panel-clad recess. The western elevation would be viewed in the context of Alfred Street. The neighbouring properties are three-storeys in height with two-storey canted bays. The proposed elevation would be part two- and part three-storey in height. The lower element would have full height glazed panels to reference the feature bays on the street. A glazed box

would sit above the two-storey section at the northern end. This would link through to the glazed entrance section and would provide a feature and visual interest at the corner.

The South King Street elevation would be more simplistic. Vertical emphasis would be maintained through largely glazed corner panels and brick columns but horizontal brick panels would also identify the different floors of the building and break up its height. The use of some recessed brick panels mixed in with the windows would help to create visual interest. At ground floor level, the pharmacy would have significant lengths of glazing but also stretches of aluminium louvres. The rear elevation would be highly visible on the approach along South King Street because of the open car park. The treatment would continue that of both the east and west elevations and the various elements of the Adelaide Street frontage would be legible.

Overall the building is considered to be of a high standard of design. Whilst it is modern, its design makes reference to traditional architectural features evident in the area. The use of red multi brick to face the building and dark grey aluminium on the roofs similarly reflects the traditional material palette of the surrounding streets. A dwarf wall is proposed around the building with landscaping behind. Tall trees are proposed as part of the planting and this would help to soften the appearance of the development and introduce greenery into a very densely built urban area. Signage would be agreed through a separate application for Advertisement Consent but consideration has been given at this stage and it is evident that appropriate signage could be integrated well within the design. Conditions could be attached to any permission granted to agree a lighting scheme for the building along with any other necessary external features such as CCTV. On this basis, no issues relating to design are identified and it is felt that the proposal would have a very positive visual impact on the quality of the streetscene.

Heritage Impact

As stated, the front of the site falls within the Town Centre Conservation Area and is within the setting of statutorily and locally Listed Buildings. Principle among these is the Grade II* Blackpool Winter Gardens complex. The Masonic hall on the north-eastern corner of the junction between Adelaide Street and South King Street is locally listed as is the Stanley Arms Hotel building on the corner of Church Street. The proposed development would be viewed in the same context as all of these buildings.

The Council's Built Heritage Manager and the Blackpool Civic Trust have been consulted on the application. The Civic Trust had no comments in relation to the initial proposal and so has not been re-consulted on the revised, improved scheme. The Council's Built Heritage Manager initially raised concerns that the design appeared to have taken cues from more modern schemes in the area rather than the more immediate, traditional buildings. In particular the flat roof was a concern as was the fact that the new building would sit further forward than that existing and would therefore appear more dominating. Although the position of the building has not changed, the redesign largely addresses these concerns. However, in respect of the new design, the Built Heritage Manager has raised additional

issues. In particular, it has been requested that the amount of glazing be reduced, and brick bands, stone fenestration surrounds and gable terminations be introduced.

As set out in the assessment of design above, it is felt that a good balance between glazing and brickwork has been achieved on the building. Although window sizes reduce with height on more traditional properties, it must be recognised that this is a modern building that does not seek to replicate historic design but rather make appropriate reference to key architectural features. The vertical emphasis on this prominent site is considered appropriate to establish a visual anchor for the streetscene and make a strong feature of this corner. It is felt that the introduction of brick banding and stone fenestration surrounds would introduce a level of detail that would detract from the contemporary design approach. The submitted plans show that the gables would have terminations. The material treatment of the corner itself must also work with the wider Adelaide Street and South King Street elevations. The use of aluminium louvres over part of the glazing would reduce the apparent width of the windows and maintain the overall vertical emphasis whilst also balancing the frontages in which the corner treatment sits.

In light of the above, and whilst the comments of the Council's Built Heritage Manager are noted, it is felt that the more modern approach is appropriate to a development of this nature and that, on balance, the scheme would adequately sustain the appearance, character, setting and value of the surrounding Listed Buildings and Conservation Area as heritage assets.

Access, Parking and Highway Safety

The application proposes a car park to the rear of the site on that would offer seventeen car parking spaces including two accessibility spaces. The Council's published parking standards would expect a maximum parking provision of up to 3 parking spaces per consulting room in a high accessibility location such as this. The scheme proposes 40 consulting rooms that would equate to a maximum parking requirement of 120 spaces. Clearly the level of proposed provision falls substantially short of this maximum requirement. On-street parking in the area is very limited, subject to parking restrictions or charges, and also subject to significant pressure.

The applicant has submitted a transport statement and a framework travel plan in support of the scheme. The two existing surgeries currently benefit from the use of 24 off-street parking spaces but it is stated that these spaces are for staff use only and that no patient parking is available. The application form states that no increase in staff numbers would result, despite the increase in the scale of the operation. Regardless, the site is in a highly accessible location within reasonable walking distance of the Town Centre and the public transport network. Public car parking, including options for discounted monthly or annual parking passes, is available within the Town Centre and it is not unreasonable to expect Town Centre employees to pay for parking provision. A travel plan for the site would be secured by condition and this should support and encourage travel by sustainable modes. On this basis, the limited amount of staff parking available in this location is not considered to weigh heavily against the application.

The supporting statement indicates that the majority of patients currently walk to the surgery and that this would be expected to continue. The medical centre would consolidate the Adelaide Street and South King Street Surgeries that draw their patient base from the immediate local area. This hinterland largely falls within the defined Inner Area of Blackpool where built densities are high and both on and off-street parking is very limited. The area is very deprived and car ownership relatively low. Census information from 2011 indicates that nearly 80% of households in the immediate area do not have access to a vehicle. Over half of households in the wider Talbot Ward do not have a car. On this basis it is reasonable to assume that the majority of patients would access the practice either on foot or by public transport. For those that do travel by car, short-stay public car parking is available within reasonable walking distance. As stated, a travel plan for the site to encourage sustainable travel would be secured by condition. Nevertheless, the lack of patient parking weighs against the proposal.

In term of access and highway safety, the scheme has been considered by the Council's Head of Transportation. Vehicular access would continue to be taken from South King Street in roughly the same position as the existing access. Given the limited parking provision proposed, this is unlikely to materially affect traffic levels on South King Street. The northern part of South King Street and Adelaide Street form a main route into the Town Centre for visitors and are therefore relatively busy local roads. The proposed facility would consolidate two existing surgeries and provide a modernised and expanded service offer. On this basis, and given the location of the site on the edge of the Town Centre, no material impact on highway capacity, function or safety is anticipated.

Drainage and Flood Risk

The site falls within flood zone 1 and is less than 1 hectare in area. As such there is no requirement for a site-specific flood risk assessment and no requirement for the applicant to demonstrate compliance with the sequential or exception tests. The existing site is entirely hard-surfaced and surface-water run-off currently discharges into the combined sewer. The applicant has submitted a drainage strategy in support of the scheme. This notes that current rates of surface-water discharge are 24 litres per second. Although soakaway testing has not been carried out on the site, historic borehole data reveals the land to be underlain by layers of clay and sand. As the site has long been developed, made ground would be expected and it is possible that this could extend to significant depths. On this basis, infiltration is not considered to be a viable option. Given the known geological conditions in the area, this conclusion is accepted.

Where surface-water run-off to the combined sewer is proposed on a redeveloped brownfield site, Blackpool Council's Strategic Flood Risk Assessment requires the rate of discharge to be reduced by 30% or 50% in a critical drainage area (CDA). The applicant has sought confirmation from the Environment Agency as to whether or not the site falls within a CDA but none such has been forthcoming. On this basis and in accordance with the precautionary principle, the applicant intends to reduce the rate of surface-water discharge by 50% to 12 litres per second. This would be achieved through the installation of an attenuation tank below ground underneath the car park along with a flow-control device.

Given the existing use and nature of the site, the proposed drainage strategy is considered to be appropriate and the betterment in discharge rate welcomed. Foul drainage would be discharged into the combined sewer as per the current arrangement. In light of the above and subject to the imposition of a condition requiring compliance with the proposed drainage strategy, no unacceptable drainage or flood risk issues are anticipated.

Environmental Impacts

BREEAM is a scheme that is used to assess the sustainability of a building. There are five BREEAM ratings of 'pass', 'good', 'very good', 'excellent' and 'outstanding'. Policy CS10 of the Core Strategy requires all new non-residential developments of 1,000sqm or more to achieve a BREEAM rating of 'very good'. This requirement is surpassed by an NHS requirement for new buildings with a capital cost in excess of £2million to achieve a BREEAM rating of 'excellent'. The applicant has submitted a BREEAM strategy which, if followed, should ensure that the building proposed meets this rating. It is therefore recommended that a condition be attached to any permission granted to require adherence to this scheme and confirmation upon completion of the grade achieved. Subject to this condition it is expected that the requirements of Policy CS10 would be satisfied.

There is no reason to suppose that the development proposed would have a detrimental impact upon air or water quality once it is operational. A construction management plan would be required through condition as part of any permission granted to control the generation of dust and odour and to ensure that measures are put in place to prevent contamination from surface-water runoff during construction.

The site is previously developed and so there is potential for land-contamination to be present and pose risk to the environment and human health through the redevelopment process. A geo-environmental site assessment has been submitted by the applicant in support of this application but, at the time of writing this report, no comments have been received from the Council's Environmental Protection team. Consequently it is recommended that the standard condition relating to potential land contamination is attached to any permission granted. This requires the submission of a desk-study and the subsequent agreement and implementation of any necessary site investigation and remediation. In the event that a consultation response from the Environmental Protection team is received prior to the Committee meeting, the comments will be reported through the update note and a revised condition proposed as appropriate.

The existing buildings on site would be demolished as part of the scheme. These buildings have the potential to be used by roosting bats or nesting birds. As the Council is a Responsible Authority, it must be certain prior to determination that no unacceptable harm would result to protected species as a result of the development. To this end the applicant has submitted a bat survey that has been carried out by a suitably qualified and experienced ecologist. The survey concludes that the buildings are generally in good condition offering only localised potential for bat ingress. No evidence of use was recorded and it is noted that the surrounding area offers no foraging habitat. On this basis, the potential for bat use is considered to be negligible. Nevertheless, in accordance with the precautionary principle it is

recommended that the demolition be overseen by a suitably experienced bat handler. Given the limited potential ingress for bats, it is considered reasonable to assume that the buildings offer equally limited potential for use by nesting birds. However, a condition should be attached to any permission granted to require any demolition carried out during the main bird nesting season to be supervised by a suitably qualified ecologist.

Other

It is understood that the pharmacy attached to the medical centre would store prescription drugs and could potentially be a target of crime. Equally, the landscaping and boundary wall around the building could provide concealment and encourage congregation and thereby be a focus of anti-social behaviour. It is therefore proposed that a condition be attached to any permission granted to require the agreement of a planting and management plan for the landscaping, to ensure that shrubs are low level and tree crowns are elevated. Further conditions would require the agreement of details of the boundary wall around the site to ensure that it would not encourage sitting or climbing, and to require the agreement of a scheme of external lighting and CCTV provision. Subject to these conditions, the development would not be expected to increase crime or fear of crime in the area.

Sustainability and Planning Balance Appraisal

Sustainability comprises economic, environmental and social components.

Economically, the site is not safeguarded for employment use but the scheme would create some employment opportunities during both the construction and operational phases. The redevelopment of the site would improve the quality of a main approach into the Town Centre and thereby provide some support for its vitality and regeneration. The site is in an edge-of-centre location and so could generate some linked-trips to the Town Centre. Otherwise the proposal would have relatively little economic impact.

Environmentally, and subject to the imposition of appropriate conditions, no unacceptable impacts on biodiversity, trees, drainage or environmental quality are anticipated. The design of the scheme is considered to be of a high standard and it is felt that the development would make a strong, positive contribution to the appearance and quality of the area. Given the location of the site, there is no reason to suppose that users would be dependent upon private car use.

Socially, the scheme would deliver a modern health facility within a deprived area that would better meet the current and future health needs of the local population. No unacceptable impacts upon residential amenity are anticipated. The heritage value of the nearby statutorily and locally Listed Buildings and the Town Centre Conservation Area would be sustained. Proposed parking provision on-site is limited but, given the location of the site, the limited availability of on-street parking and the established restrictions in place, and the availability of public car parking within the Town Centre, this is not anticipated to cause undue inconvenience to local residents or visitors. No unacceptable impacts on flood risk or highway safety are expected.

In terms of planning balance, the provision of a modern, fit-for-purpose medical facility to meet current and future health needs in a very deprived area of Blackpool is considered to weigh overwhelmingly in favour of the application. None of the issues discussed above and no other material planning considerations have been identified that weigh notably against the scheme. On this basis the proposal is considered to constitute sustainable development and Members are respectfully recommended to grant planning permission.

CONCLUSION

The development proposed is considered to be high-quality and would deliver a much-needed medical facility providing substantial community benefit in a deprived area of Blackpool. The application is therefore judged to represent sustainable development and no material planning considerations have been identified that would outweigh this view. The Committee is therefore respectfully recommended to grant planning permission for the scheme subject to the conditions listed below.

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

The applicant may be required to enter into a legal agreement under Section 278 of the Highways Act in order to provide a new access from the public highway on South King Street into the site.

FINANCIAL BENEFITS

No financial benefits to the Council have been identified and there are no financial considerations that impact upon the assessment of the application.

HUMAN RIGHTS ACT

Under Article eight and Article one of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. It is not considered that the application raises any human rights issues.

CRIME AND DISORDER ACT 1998

The contents of this report have been considered in the context of the Council's general duty, in all its functions, to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998

BACKGROUND PAPERS

Planning Application File(s) 18/0612 which can be accessed via the following link:

<https://idoxpa.blackpool.gov.uk/online-applications/>

Recommended Decision: Grant Permission

Conditions and Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans:

Proposed site layout plan ref. 645-18-DAY-XX-00-AL-A-90001 Rev P1

Ground floor GA plan ref. 645-18-DAY-XX-00-AL-A-20001 Rev P2

First floor GA plan ref. 645-18-DAY-XX-01-AL-A-20002 Rev P2

Second floor GA plan ref. 645-18-DAY-XX-02-AL-A-20003 Rev P2

Proposed north and south elevation drawing ref. 645-18-DAY-XX-AE-20102 Rev P1

Proposed east and west elevation drawing ref. 645-18-DAY-XX-XX-AE-20101 Rev P1

The development shall thereafter be retained and maintained in accordance with these approved details.

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

3. The building hereby approved shall be used as a medical centre within Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended) only and for no other purpose.

Reason: In order to ensure that the Local Planning Authority retains control over the long-term use of the site in order to ensure that the health needs of the local population are adequately met and in the interests of the character of the area, the amenity of nearby neighbours, and the safe and efficient operation of the highway network in accordance with the provisions of Policies BH3, BH21 and AS1 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS15 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. Notwithstanding the information shown on the approved plans, full details of the materials to be used on the external elevations and roof of the building hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of construction of the building.

Reason: In the interests of the appearance of the locality and the quality of the setting of local heritage assets, in accordance with Policies LQ10 and LQ14 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. Notwithstanding the information shown on the approved plans, full details of the surfacing to be used on the external areas of the site shall be submitted to and agreed in writing by the Local Planning Authority prior to the laying down of any final surface finishes.

Reason: In the interests of the appearance of the locality and the quality of the setting of local heritage assets, in accordance with Policies LQ10 and LQ14 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

6. A scheme for the treatment of the windows shall be submitted to and agreed in writing by the Local Planning Authority and this agreed scheme shall be implemented in full and in full accordance with the approved details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such. For the purpose of this condition, this treatment must prevent views into the building that could compromise patient/staff privacy and prevent over-looking of nearby properties that would compromise the privacy of neighbours.

Reason: To safeguard the living conditions of the occupants of the neighbouring premises, in accordance with Policies BH3 and LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

7. Notwithstanding the information shown on the approved plans, section drawings showing how the various material treatments of the elevations would project beyond or be recessed behind the main face of each elevation shall be submitted to and agreed in writing prior to the commencement of construction of the building, and the development shall then proceed in full accordance with these approved drawings. For the purpose of this condition, all fenestration should be recessed from the main face of the building by at least one brick width.

Reason: In the interests of the appearance of the locality and the quality of the setting of local heritage assets, in accordance with Policies LQ10 and LQ14 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

8. Notwithstanding the information shown on the approved plans, details of a refuse store, to include its location, size and the materials and finish of its means of enclosure shall be submitted to and agreed in writing, and this agreed refuse store shall be provided in full and in full accordance with the agreed details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such.

Reason: In the interests of the appearance of the locality, the quality of the setting of local heritage assets, and the residential amenity of occupants and neighbours, in accordance with Policies LQ1, BH3 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. Notwithstanding the information shown on the approved plans, details of a covered cycle store, to include its location, size, means of providing secure cycle storage and the materials and finish of its means of enclosure shall be submitted to and agreed in writing, and this agreed cycle store shall be provided in full and in full accordance with the agreed details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such.

Reason: In order to facilitate and encourage travel to and from the site by a sustainable transport mode, and in the interests of the appearance of the locality and the quality of the setting of local heritage assets, in accordance with Policies LQ1, LQ10 and AS1 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. Prior to the development hereby approved being first brought into use, the car parking provision shown on the approved plans shall be provided and shall thereafter be retained.

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policies LQ1 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027

11. a) Notwithstanding the information shown on the approved plans, a landscaping scheme to include the location of soft planting areas, plant sizes, species and numbers/densities and a landscape management plan shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any works relating to the laying out of the site.

b) The details of the position, appearance and finish of any hard-landscaping features such as seating, bollards or decorative artwork shall be submitted to and agreed in writing by the Local Planning Authority prior to installation.

c) The soft landscaping works agreed pursuant to part (a) of this condition shall be carried out in accordance with the approved details within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing by the Local Planning Authority (whichever is sooner) and shall thereafter be maintained in full accordance with the management plan agreed pursuant to part (a) of this condition.

d) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within five years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason. To ensure the site is satisfactorily landscaped in the interests of visual amenity and the quality of the setting of local heritage assets and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall with regards to Policies LQ6 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7, CS8 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

12. Details of CCTV provision to include the position, appearance and finish of any posts, mountings and cameras shall be submitted to and agreed in writing, and this agreed CCTV scheme shall be provided in full and in full accordance with the agreed details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such.

Reason: In the interests of crime prevention, the character, safety and appearance of the locality, the quality of the setting of local heritage assets, and the residential amenity of occupants and neighbours, in accordance with Policies LQ1, BH3 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

13. Details of a scheme of external lighting to include the position, appearance and finish of any posts, mountings and lamps and the colour, direction and intensity of light-spill shall be submitted to and agreed in writing, and this agreed external lighting scheme shall be provided in full and in full accordance with the agreed details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such.

Reason: In the interests of crime prevention, the character, safety and appearance of the locality, the quality of the setting of local heritage assets, and the residential amenity of occupants and neighbours, in accordance with Policies LQ1, BH3 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

14. (a) The development hereby approved shall proceed in full accordance with the BREEAM Pre-Assessment Stage 2 Target Report Rev 0 prepared by Scott Hughes, dated 09/08/18 and referenced 3389; and

(b) Before the development hereby approved is first brought into use, confirmation of the final BREEAM grade awarded to the building shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: In order to maximise the sustainability of the building in accordance with the fundamental objectives of the NPPF and the provisions of Policy CS10 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

15. Before any boundary treatment is erected on site and notwithstanding the information shown on the approved plans, details of the position, height, design, materials and finish of a boundary wall around the site and any other boundary treatments shall be submitted to and agreed in writing by the Local Planning Authority, and these agreed boundary treatments shall be provided in full and in full accordance with the agreed details before the facility hereby approved is first brought into use and shall thereafter be retained and maintained as such. For the purpose of this condition, any boundary wall around the perimeter of the site shall be designed so as to deter climbing or use as a seat.

Reason: In the interests of the appearance of the locality, the quality of the setting of local heritage assets, and the residential amenity of occupants and neighbours, in accordance with Policies LQ1, BH3 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

16. (a) The development hereby approved including the demolition of the existing buildings shall be carried out in full accordance with the recommendations set out within the submitted bat report prepared by Pennine Ecological and dated February 9th 2018.

(b) No demolition shall take place during the main bird nesting period (March to September inclusive) unless the absence of nesting birds has first been established by a suitably qualified and experienced ecologist or unless the demolition is supervised by a member of the Chartered Institute of Ecology and Environmental Management (CIEEM).

Reason: In the interests of safeguarding protected species in accordance with the requirements of paragraph 170 of the NPPF and saved Policy NE6 of the Blackpool Local Plan 2001-2016.

17. No development shall take place until a Demolition and Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Demolition and Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the demolition and construction period
- control of noise emanating from the site during the demolition and construction period
- measures to ensure that surface-water run-off does not contaminate any surface or sub-surface water bodies or land during the demolition or construction period
- hours and days of construction work for the demolition and construction
- contractors' compounds and other storage arrangements
- arrangements for the disposal of waste during the demolition and construction period
- provision for all site operatives, visitors and demolition/construction loading, off-loading, parking and turning within the site during the demolition and construction period
- arrangements during the demolition and construction period to minimise the deposit of mud and other similar debris on the adjacent highways
- the routing of demolition and construction traffic.

The construction of the development shall then proceed in accordance with the approved Demolition and Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027. This condition is required to be discharged prior to the commencement of development on site as it pertains fundamentally to the development works themselves.

18. (a) Notwithstanding the information provided on the approved plans and prior to the commencement of any works to replace or amend the existing vehicle access to the site, full details of the means of vehicular access to the site shall be submitted to and agreed in writing;

(b) The means of vehicular access agreed pursuant to part (a) of this condition shall be completed to at least base course level before any construction commences on site;

(c) The means of vehicular access agreed pursuant to part (a) of this condition shall be provided in full and in full accordance with the approved details before the development hereby approved is first brought into use.

Reason: In the interests of the safe and efficient use of the highway in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016.

19. The development hereby approved shall not be brought into use until a scheme of highway improvement works has been submitted to and agreed in writing by the Local Planning Authority and implemented in full and in full accordance with the agreed scheme. For the purpose of this condition, the scheme shall include:
- the removal of the redundant crossings on Adelaide Street
 - the provision of a new pedestrian dropped crossing on Adelaide Street

Reason: In the interests of highway safety and to ensure safe and convenient access to the site in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016.

20. Notwithstanding the interim Travel Plan submitted, the development hereby approved shall not be brought into first use until a final travel plan has been submitted to and approved in writing by the Local Planning Authority. This travel plan shall include the appointment of a travel co-ordinator and a format that consists of surveying, travel audits, a working group, action plans with timescales and target setting for the implementation of each element.

No part of the development shall be occupied prior to the implementation of the Approved Travel Plan (or implementation of those parts identified in the Approved Travel Plan as capable of being implemented prior to occupation). Those parts of the Approved Travel Plan that are identified therein as being capable of implementation after occupation shall be implemented in accordance with the timetable therein and shall continue to be implemented as long as any part of the development is occupied.

Reason: In order to ensure appropriate provision exists for safe and convenient access by public transport, cycle, and on foot as well as by car, in accordance with Policy AS1 of the Blackpool Local Plan 2001 - 2016 and Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

21. The site shall be drained in accordance with the submitted drainage strategy and associated appendices prepared by MDA Wirral Ltd and referenced 17-0141.

Reason: In order to ensure that foul and surface water is satisfactorily drained from the site in accordance with the provisions of section 14 of the NPPF and the provisions of Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

22. (a) Notwithstanding the information submitted and prior to the commencement of development, a desk-top study into the potential for land contamination on the site shall be submitted to and agreed in writing by the Local Planning Authority;
- (b) In the event that the desk-top study required pursuant to part (a) of this condition indicates a need for site investigation, a scheme of site investigation shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of development;
- (c) Any scheme of site investigation agreed pursuant to part (b) of this condition shall be carried out in full and in full accordance with the approved details, and a report of the findings submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any development on site;
- (d) In the event that remediation works are identified as being necessary through site investigation report required pursuant to part (b) of this condition, a scheme of remediation shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any development on site;
- (e) The scheme of remediation agreed pursuant to part (d) of this condition shall be carried out in full and in full accordance with the approved details, and a validation report verifying the remediation shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any development on site.

Reason: In order to safeguard future occupants of the site from potential land contamination in accordance with the provisions of paragraph 178 of the NPPF and Policy BH4 of the Blackpool Local Plan 2001-2016. This condition is required to be discharged prior to the commencement of development as any development on the site could prejudice proper site investigation or remediation.

23. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) no enlargement or other material alteration to the appearance of the building shall be carried out, and no structure shall be erected within the confines of the application site, without the prior written approval of the Local Planning Authority.

Reason: In the interests of the appearance of the site and locality, the quality of the setting of local heritage assets, the residential amenity of occupants and neighbours, and to ensure that adequate car parking, refuse storage and cycle storage is available to meet the needs of the development, in accordance with Policies LQ1, LQ10, BH3 and AS1 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

Advice Notes to Developer

1. Please note this approval relates specifically to the details indicated on the approved plans and documents, and to the requirement to satisfy all conditions of the approval. Any variation from this approval need to be agreed in writing by the Local Planning Authority prior to works commencing and may require the submission of a revised application. Any works carried out without such written agreement or approval would render the development as unauthorised and liable to legal proceedings.
2. The grant of planning permission does not confer right to develop over the public highway and may require the developer to enter into an appropriate Legal Agreement with Blackpool Borough Council acting as Highway Authority. The Highway Authority may also wish to implement their right to design all works within the highway relating to this proposal. The applicant is advised to contact the Council's Highways Department, Layton Depot, Depot Road, Blackpool, FY3 7HW (Tel 01253 477477) in the first instance to ascertain the details of such an agreement and the information provided.