

**Blackpool Council
Development Management**

Officer Report to Committee

Application ref:	24/0135 and 24/0136
Ward:	Claremont
Application type:	Full planning application and Listed Building Consent application
Location:	
	Blackpool Central Library, Grundy Art Gallery and Adjacent Car Park, Queen Street, Blackpool, Fy1 1px
Proposal:	
	<p>24/0135 (Full planning application): External works to the existing building (Use Class F1) including erection of a 2 storey side extension to Grundy Art Gallery on site of adjacent car park, and provision of new service area, access, landscaping and associated works, following removal of various railings and ramps, bus shelter, a storage container and lean-to.</p> <p>24/0136 (Listed Building Consent application): Works to the existing building including erection of a two storey side extension to Grundy Art Gallery on site of adjacent car park, internal works to include reconfiguration of library and gallery including the removal of internal walls, external works to include removal of railings, ramps, lean to and storage container, installation of new window and replacement brick work, and provision of new access, landscaping and service area.</p>
Recommendation:	Approve both applications subject to conditions.
Recommendation Summary:	The development proposed would cause some harm to the listed building and consequently to the Conservation Area. The scheme could deliver cultural, economic and social benefits through the provision of an expanded gallery. On balance, it is considered that the public benefits outweigh the harm that would arise. No unacceptable impacts on amenity, highway function or safety, drainage, flood risk, ecology or environmental quality are expected.
Meeting date:	
	08/10/2024
Reason for bringing to Committee:	
	Blackpool Council is the applicant, objections have been received, and it is deemed to be of general public interest
Case officer:	James Grundy
Case officer contact:	01253 476234

1.0 SITE DESCRIPTION

- 1.1 The site is comprised of a library and gallery building and an adjacent public car park. Blackpool Central Library and the adjoining Grundy Art Gallery is a Grade II listed building located at the junction of Queen Street and Abingdon Street. It is primarily two storey. The Queen Street and Abingdon Street elevations are constructed of smooth red brick and dressed stone. The library has its main entrance at the corner of Queen Street and Abingdon Street which includes Ionic columns and a lead-capped dome at roof level. The Grundy Art Gallery has an entrance on Queen Street which is approached by a set of stone steps and a ramp. That entrance has Ionic columns to each side. The building is set back from the pavement. At both entrances and along the Abingdon Street frontage are stone paved areas. On Queen Street, between the entrances, is a partially grassed and partially stone paved area enclosed by railings which sit atop stone coping.
- 1.2 Given the site's Town Centre location, it is surrounded by a mix of residential uses, holiday accommodation, offices, retail and other commercial uses in buildings of various scales and styles.
- 1.3 The site is within the Town Centre boundary as defined by the Blackpool Local Plan Part 1: Core Strategy (2012 – 2027) and is within the Town Centre Conservation Area. The site is within Flood Zone 1 and is, therefore, at low risk of tidal, fluvial, surface water or reservoir flooding. The site is within the Defined Inner Area. The site is also within the Town Centre Air Quality Management Area (AQMA). No other designations or constraints have been identified.

2.0 PROPOSAL

- 2.1 The applications seek full planning permission and listed building consent for the demolition of the following elements of the building:
- Modern ramp and railings on Queen Street x2
 - Paving block steps on Queen Street
 - Railings on Queen Street
 - Single storey projection to eastern side
 - Railings on rearward access ramp
 - Elements of the external eastern side wall
 - A window and part of the surrounding wall to the northern (rear) wall
 - Internal staircase
 - Mezzanine landing
 - Parts of internal walls and screens
 - External store
- 2.2 Following demolition works, new ramps would be provided at the Queen Street entrances, extensions would be added to the eastern side of the building and a detached building would also be erected there as follows:
- A single storey extension set back from the frontage would provide a gallery and store. It would be finished in a combination of red brick to match existing and standing seam metal cladding.
 - Immediately adjacent to the existing entrance, set slightly back from it, would be a two storey side extension finished in glass. It would provide a shop at ground floor and at first floor would provide a bridge between the existing building and the

extension described below.

- To the east of the glazed extension would be a two storey extension which would partially project forward of the existing building. It would be primarily finished in unspecified brick with feature panels to the front and sides in unspecified materials. It would have a parapet at roof level finished in “non-illuminated opaque glazed units”. It would provide toilets, a learning and engagement space, stores, a staff room, a meeting room and an office.
- A plinth would be erected adjacent to the front entrance.
- A single storey detached building would provide a substation. It would be finished in red brick to match existing.

2.3 Internal alterations include the provision of new internal entrances between the library and the gallery, routes from the existing gallery into the extensions and the partial re-configuration of space within the library.

2.4 The application has been supported by:

- Design And Access Statement
- Transport Statement
- Statement Of Community Involvement
- Noise Assessment
- Flood Risk Assessment and Drainage Strategy
- Heritage Impact Assessment
- Phase 1 Preliminary Risk Assessment
- Covering Letter

3.0 RELEVANT PLANNING HISTORY

- 3.1 94/0486 — Formation of steps, disabled access ramp with hand railing, removal of revolving door housing and internal alterations (listed building consent). Granted 02/08/1994
- 3.2 94/0488 — Formation of steps and disabled access ramp with hand-railing (planning permission). Granted 04/08/1994
- 3.3 98/0253 - Temporary fixing of "Golden Mile" artwork to external elevations of premises for a period of three months, August to October 1998 (listed building consent). Granted 17/06/1998 99/0748 - Renovation and cleaning of stonework to Queen Street and Abingdon Street elevations (listed building consent). Granted 20/01/2000
- 3.4 00/0769 - Internal alterations comprising removal of timber and glazed partitions and stopping-up of doorway at ground floor and alterations at first floor to form IT Learning Centre (listed building consent). Granted 23/01/2001
- 3.5 01/0901 - Erection of single storey side extension, two storey rear extension, construction of access ramp to rear exit, installation of decorative security grilles adjacent Gallery entrance, re-roofing of galleries three and four and internal alterations including creation of two new floors (listed building consent). Granted 04/01/2002
- 3.6 01/0902 — Erection of single storey side extension, two storey rear extension, construction of access ramp to rear exit, installation of decorative security grilles adjacent Gallery entrance and re-roofing of galleries three and four (planning permission). Granted 07/01/2002

- 3.7 08/0405 — Replacement of external aluminium frames and glazing to roof and internal timber frames and glazing to ceiling (listed building consent). Granted 08/07/2008
- 3.8 10/0844 - Erection of a three level extension to the rear, two new high level glazed walkways to the rear and installation of roof light, and formation of new entrance to the Queen Street elevation including mobility ramp and steps with associated paving and external works (planning permission) Granted 09/08/2010
- 3.9 10/0845 - Erection of a three level extension to the rear, two new high level glazed walkways and installation of new roof light. Internal modifications to provide improved access and additional facilities and formation of new entrance to the Queen Street elevation including mobility ramp, steps with associated paving and external works (listed building consent). Granted 26/08/2010
- 3.10 11/0557 - Installation of access ramp and new landscaping to forecourt of the Grundy Art Gallery (planning permission). Granted 02/08/2011
- 3.11 11/0558 – Installation of access ramp and bollards and new hard landscaping to forecourt area of the Grundy Art Gallery and the display of banners and signs to building, a free-standing totem sign and two free-standing banner signs on forecourt areas (listed building consent). Granted 07/11/2011

4.0 RELEVANT PLANNING POLICY/GUIDANCE/LEGISLATION

4.1 National Planning Policy Framework

4.1.1 The National Planning Policy Framework was updated in December 2023. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

- 2 Achieving sustainable development
- 6 Building a Strong, Competitive Economy
- 7 Ensuring the Vitality of Town Centres
- 8 Promoting healthy and safe communities
- 9 Promoting Sustainable Transport
- 11 Making effective use of land
- 12 Achieving well-designed places
- 14 Climate Change, Flooding, and Coastal Change
- 15 Conserving and Enhancing the Natural Environment
- 16 Conserving and Enhancing the Historic Environment

4.2 National Planning Practice Guidance

4.2.1 The National Planning Practice Guidance expands upon and offers clarity on the points of policy set out in the National Planning Policy Framework.

4.3 Local Plan Part 1: Core Strategy 2012-2027

4.3.1 Part 1 was adopted in January 2016. The following policies are most relevant to this application:

- CS1 Strategic Location of Development
- CS3 Economic Development and Employment
- CS4 Retail and Other Town Centre Uses
- CS5 Connectivity
- CS6 Green Infrastructure
- CS7 Quality of Design
- CS8 Heritage
- CS9 Water Management
- CS10 Sustainable Design and Low Carbon and Renewable Energy
- CS11 Planning Obligations
- CS17 Blackpool Town Centre
- CS21 Leisure and Business Tourism

4.4 Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027

4.4.1 Part 2 was adopted in February 2023. The following policies in Part 2 are most relevant to this application:

- DM17 Design Principles
- DM20 Extensions and Alterations
- DM21 Landscaping
- DM25 Public Art
- DM26 Listed Buildings
- DM27 Conservation Areas
- DM28 Non-Designated Heritage Assets
- DM31 Surface Water Management
- DM35 Biodiversity
- DM36 Controlling Pollution and Contamination
- DM41 Transport Requirements for New Development
- DM42 Aerodrome Safeguarding

4.5 Other documents, guidance and legislation

4.5.1 Blackpool Council declared a Climate Change Emergency in June 2019 and is committed to ensuring that approaches to planning decisions are in line with a shift to zero carbon by 2030.

4.5.2 The Greening Blackpool Supplementary Planning Document was adopted in 2022 and sets out the green infrastructure and tree planting expectations from new development.

4.5.3 National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high quality places and buildings. The guide articulates that a well-designed place is made up of its character, its contribution to a sense of community and its ability to address the environmental issues affecting climate.

4.5.4 National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.

4.5.5 The Environment Act 2021 makes provision for all planning permissions to be conditional on the provision of biodiversity net gain and the legislation introducing that requirement was enacted in February 2024. In the period following enactment, an exemption was in place for

specified forms of development, including non-major development; the applicant has declared this planning application to be exempt on that basis.

5.0 CONSULTEE RESPONSES

- 5.1 Built Heritage Manager:** Pre-application advice has largely been incorporated with regard to the scale, massing and disposition of the new gallery and the internal re-ordering of the building as a whole. The design of the new screen to the cultural engagement space is not detailed. Recommends conditions in relation to detailed design and external materials.
- 5.2 Tree Officer:** Comments provided on possible tree species and detail of planting beds.
- 5.3 Transport Policy:** Requested a more detailed transport assessment. Advised that Queen Street bus stop and shelter are important and should be retained. Considers that a drying room should be added to the list of complementary cycling and walking facilities.
- 5.4 Head of Strategic Asset and Estate:** There are no Estates matters arising from this application.
- 5.5 Head of Highways and Traffic Management Services:** no objection to the nature or scale of the development.
- 5.5.1 Notes that the transport statement indicates that large, infrequent deliveries and removals of exhibition material will be via the loading bay at the eastern end of the site. The swept paths overrun the taxi rank on Queen Street to varying degrees and arrangement with taxi organisations would be required.
- 5.5.2 Subject to the outcome of discussions on the swept paths, taxi rank, bus stops and shelter there will evolve a scheme of highway and frontage works, the highway elements of which, including Traffic Regulation Orders, would be the subject of a s278 or similar agreement.
- 5.5.3 Assumes that there will be a need for the contractor to occupy highway areas outside the site itself at certain times. It is of concern that a Construction Management Plan is needed to firm up various matters - but not before a contractor is appointed.
- 5.6 Blackpool Airport:** No objection subject to condition.
- 5.7 United Utilities:** No objection subject to condition.
- 5.8 National Amenity Societies of Listed Buildings:** No response.
- 5.9 Blackpool Civic Trust:** No response.
- 5.10 Environmental Protection:** No response.
- 5.11 Historic England:**
- 5.11.1 The buildings are significant as they have remained in use as a library and gallery since their construction and provide a link to an aspirational past for the town centre. They also are well preserved internally and externally, and are a positive contributor to the character of the conservation area.

- 5.11.2 Do not have concerns regarding the internal works, but have some concerns about the position and materiality of the extension building.
- 5.11.3 The position of the proposed extension set forward of the library and gallery will break the established building line along Queen Street. This will intrude visually on this view of the historic portions of the buildings causing some harm to their significance. The proposed extension has been designed to appear visually distinct to the historic art gallery, which is appropriate in this setting, however we feel that more context in terms of materiality could have been taken from the historic building to reduce the visual impact.
- 5.11.4 A CGI image of the proposed extension that has been provided with the planning documentation shows the top portion of the building lit up with pink neon lights, which would be very visually intrusive and inappropriately jarring alongside the historic building.
- 5.11.5 Although a degree of harm will result from the proposals, there will be significant improvements to the current situation on the site, and considerable public benefits from the provision of this facility within Blackpool town centre. We also consider the proposed associated public realm improvements and external landscaping to be positive and to be an improvement on the current situation.
- 5.11.6 No objection to the applications on heritage grounds. We consider that the applications meet the requirements of the National Planning Policy Framework, in particular paragraph numbers 195, 205-208 and 212.
- 5.12 County Archaeologist:** No objection raised. Advises that a formal Photographic Record of the building as it currently appears should be required by condition.

6.0 REPRESENTATIONS

- 6.1 Press notice published: 15/4/2024 and 21/5/2024
- 6.2 Site notice published: 28/3/2024 and 16/5/2024
- 6.3 Neighbours notified: 27/3/2024
- 6.4 Three representations have been received from the following properties:
- 20 Dickson Road (x2of)
 - 28 Queen Street
- 6.5 These representations raise the following issues:
- Essential parking amenity in the locality should not be sacrificed for the proposed development
 - Car park is widely used by office visitors, hotel guests
 - Car parks in the vicinity will be operating at capacity due to 7 Storey office on King Street (loss of Surface parking) and Holiday Inn development (Loss of 460 spaces)
 - Capacity of Council-controlled car parking in the area woefully inadequate
 - There would surely have been more comments but the notice of planning application 24/0135 omitted to record the location of the development as also at Queen Street Car Park and refer to the loss of the car park in the summary
 - We use Queen Street Car Park as the closest long stay car park to our premises, Banks

Street is simply too far away for our needs.

- Applicant's Transport Statement does not assess the loss of Queen Street Car Park
- The proposed building will completely block sunlight and obstruct the scenic view from my property, resulting in a gloomy and aesthetically unpleasing living space
- It will transform the area into a secluded alleyway, posing safety risks especially during the night. With numerous bars nearby, there is a high likelihood that this alleyway will attract intoxicated individuals, thereby raising concerns about public safety. Additionally, the lack of visibility outside my property makes it susceptible to burglaries, further compromising the safety of myself and other residents.
- As a tenant, this decision forces me to find alternative accommodation within a short timeframe. It entails additional financial burden to relocate and arrange for the relocation of all household belongings and appliances. This is an immense inconvenience, and I urge the government to consider the impact on affected residents and provide appropriate compensation and assistance.
- The existing art centre already faces low attendance and utilization rates, indicating a lack of public interest in its current form.
- The conversion of the parking facility will result in a loss of revenue for the government. Parking fees and fines generate essential income for the city, contributing to various public services and infrastructure projects. Removing this revenue stream without a viable alternative plan could have detrimental effects on the city's finances.

6.6 The Committee is respectfully reminded that issues relating to loss of view are not valid planning considerations. The matter of the published site address was addressed by re-advertising the application with an amended address to include reference to the car park. A neighbour's desire to live elsewhere and for compensation as a result of the scheme are not material planning considerations. The other matters raised are considered below.

7.0 ASSESSMENT

7.1 Principle

7.1.1 A supporting statement from the applicant's agent advises that the current facilities and capacity of the building are failing to meet the needs of the services operating within it. The statement avers that the specific issues with the current building which the submissions seek to address are insufficient storage space for artwork and heritage collections, a lack of public toilets in the gallery, a lack of first floor gallery access for disabled people and constrained space for engagement activities. Whilst clearly none of these are recent issues, the statement specifies that they have resulted in visitor numbers decreasing over recent years, although the levels and rates of decrease and the spread of those between the library and the gallery are unspecified.

7.1.2 Core Strategy Policy CS1 focuses Blackpool's future growth, development and investment on inner area regeneration. Policy CS17 seeks to strengthen the town centre as a cultural, leisure and business destination for residents and visitors. Policy CS4 supports retail and other town centre uses in the Town Centre.

7.1.3 Core Strategy Policy CS8 states that development proposals will be supported which respect and draw inspiration from Blackpool's built, social and cultural heritage, complementing its rich history with new development to widen its appeal to residents and visitors. Proposals will be supported that, amongst other things, retain, re-use or convert, whilst conserving and enhancing the significance of designated and non-designated heritage assets and their setting.

- 7.1.4 Chapter 7 of the National Planning Policy Framework seeks to ensure the vitality of town centres. It specifies that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.
- 7.1.5 Chapter 8 of the National Planning Policy Framework seeks the promotion of healthy and safe communities. Amongst other things, it advises that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared spaces and community facilities such as cultural buildings.
- 7.1.6 Adapting and extending the building to provide more useable facilities could have social, environmental and economic benefits in terms of safeguarding a landmark building and heritage asset, job creation and in encouraging more visitors into the Town Centre.
- 7.1.7 The development represents a major investment in a cultural asset and could contribute to the wider regeneration objectives set out in the Core Strategy and priority one of the Council Plan.
- 7.1.8 Matters relating to parking are considered in greater detail below, however, there are no policies which preclude the principle of development where loss of a car park would occur.

Planning obligations

- 7.1.9 Policy CS6: Green Infrastructure specifies that, amongst other things, all development should incorporate new or enhance existing green infrastructure of an appropriate size, type and standard. It also specifies that where on-site provision is not possible, financial contributions will be sought to make appropriate provision for open space and green infrastructure. Policy DM21: Landscaping requires, amongst other things, that development must, where appropriate, contribute towards tree planting in the town. The explanatory text to DM21 advises that the Greening Blackpool SPD provides further information and assists developers in incorporating, protecting and enhancing existing trees and landscaping in development. Policy DM35: Biodiversity requires proposals to provide net biodiversity gains through good design by incorporating biodiversity enhancements and habitat creation where opportunities exist in line with relevant legislation and guidance. The Supplementary Planning Document requires all new non-residential development to provide 1 tree for each 100 square metres (or part thereof) of floor space. For the extensions proposed, that generates a requirement for the planting of 6 new trees.
- 7.1.10 The application submissions make no reference to the Greening Blackpool Supplementary Planning Document and do not propose any tree planting. Areas for landscaping are shown on the proposed site plan, but these are a general indication and not a specific planting plan. The submitted design and access statement includes a list of possible species for use in a landscaping scheme. It contends that unspecified "localised weather conditions and ground suitability will pose significant challenges to successfully growing trees on the site" and goes on to identify a single species which could be suitable.
- 7.1.11 The Blackpool Supplementary Planning Document allows for innovative greening measures such as green walls and roofs to be used instead of tree planting, and the applicant was encouraged to undertake such measures at pre-application stage. At validation stage, the

agent advised that such measures were not included as they could pose an unspecified fire risk.

7.1.12 The applicant's agent was reminded of the requirements of the Greening Blackpool Supplementary Planning Document at validation stage and, in the absence of plans demonstrating compliance with the Supplementary Planning Document, the agent was asked to provide a statement in this regard, which could have been an obligations statement in relation to off-site planting. Although the agent contended that the landscaping proposed amounted to the "innovative" measures encouraged by the Supplementary Planning Document, as no detailed landscaping is proposed and the indicative scheme is some simple on-street planting beds, it could not reasonably be concluded to represent innovation.

7.1.13 The Supplementary Planning Document provides a reminder of this fundamental point:

It is important that green infrastructure is considered early on in the design process and is central to the design and layout of a development, rather than it being an afterthought or being relegated to 'left-over' land.

Despite encouragement to follow this approach, the applicant's agent has expressed the view that they have not yet reached the relevant design stage.

7.1.14 It is not clear whether the section in the design and access statement is arboriculturally informed, and no basis has been provided for the contention that ground suitability makes tree planting on the site challenging. The Council's Tree Officer has commented on the submissions and has advised that the single tree species which has been suggested is partially suitable, but that it would entail a maintenance challenge and that its brittleness may be susceptible to storm damage from south-westerly winds. The Tree Officer has provided advice, including two other suggested species and has advised that landscaping in the position indicated has the potential to provide many benefits to the area in terms of amenity and biodiversity, as well as by creating a sense of place.

7.1.15 In summary, the agent has rebuffed officer encouragement to show cognisance of and illustrate compliance with the Greening Blackpool Supplementary Planning Document (i.e. show the required tree planting or innovative landscaping on the plans, or commit to off-site tree planting). As such, it is not possible to conclude that the proposal is compliant with the requirements of the Supplementary Planning Document. However, the Committee may consider that a related condition requiring 6 trees within a landscaping scheme as found in the final section below may provide assurance of future compliance.

7.1.16 There are no policies which would preclude the principle of the proposed development and, subject to conditions, it would be in accordance with the policies summarised above. As such, the principle of development is considered to be acceptable.

7.2 Heritage, Design and Visual Impact

7.2.1 In terms of heritage, Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special regard to be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 66 (1) of that Act states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 72(1) of the Act

requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area when exercising planning functions.

- 7.2.2 National Planning Policy relating to conserving and enhancing the historic environment is set out in section 16 of the National Planning Policy Framework and the Historic Environment section of the National Planning Practice Guidance. Paragraph 195 of the Framework states that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations. Paragraph 205 of the Framework states that great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be) irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Para 208 confirms that where a proposal would lead to less than substantial harm to the significance of a designated heritage asset, that harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.
- 7.2.3 Policy CS8 states that proposals will be supported that retain, reuse or convert, whilst conserving and enhancing the significance of designated and non-designated heritage assets and their setting, and that enhance the setting and views of heritage assets through appropriate design and layout of new development and design of public realm. CS8 supports proposals that strengthen the existing townscape character created by historic buildings and states that developers must demonstrate how any development affecting heritage assets (including conservation areas) will conserve and enhance the asset, its significance and its setting. Accordingly, this application is supported by a Heritage Impact Assessment and a Design and Access Statement.
- 7.2.4 DM27 relates to Conservation Areas and states that proposals should preserve or enhance those elements that make a positive contribution to their special character or appearance including their setting and states that unacceptable harm to the significance of a building or feature that makes a positive contribution to the significance of the Conservation Area, will only be permitted where this harm is outweighed by the public benefits. Proposals should be appropriate to their context and preserve or enhance positive features. Policy DM26 supports proposals which sustain and enhance the significance of Blackpool's listed buildings including their setting. Great weight will be given to the conservation of those elements that contribute to the significance of the listed building including its setting.
- 7.2.5 In terms of good design, the National Planning Policy Framework states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Para 135 confirms that, amongst other things, planning decisions should ensure that developments will function well and add to the overall quality of the area over the lifetime of the development, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and maintain a strong sense of place to create attractive, welcoming and distinctive places to live, work and visit.
- 7.2.6 Policy CS7 requires new development in Blackpool to be well designed, and enhance the character and appearance of the local area. DM17 expects all development to be high quality, and should enhance and respond to any positive character of the local area to create well designed, attractive and distinctive neighbourhoods in Blackpool. Policy DM20 relates to extensions and alterations and states that extensions and alterations must be well

designed, sited and detailed in relation to the original building and adjoining properties and use complementary materials.

- 7.2.7 The official entry on the National Heritage List for England describes the building as follows:

Library and Art Gallery 1909-10, by Cullen, Lockhead and Brown. Red brick with stone dressings; in free Baroque style. Two storeys on corner site with facades to Abingdon Street and Queen Street. Each facade has 2 flanking pylons on stone plinths, with giant arch breaking the entablature, jambs of banded stone and brick, enclosing pedimented ground floor window and upper staircase window surmounted by a bullseye; between the pylons 4 round-headed windows with eared architraves and exaggerated keystones, between banded pilaster strips. Stone entablature; attic storey above with rectangular windows in architraves with keystones. Facades are hinged on an octagonal lead-roofed dome with urn finial, across which is carried a curved colonnade of coupled Ionic columns supporting an entablature and balustrade; central panel of frieze carries the words "Central Public Library". Art Gallery adjoining the Queen Street facade has banded quoins and entrance of coupled Ionic columns in antis and entablature with stone coping incorporating balustrade.

Internal Alterations

- 7.2.8 Although the listing makes no reference to the interior of the building, it has merit and retains much of its original character. The proposed floor plans show a number of internal alterations including the provision of new internal entrances between the library and the gallery, routes from the existing gallery into the extensions and the partial re-configuration of space within the library through alterations to walls, screens and openings. Through its history, the building has been adapted internally to meet changing needs and the proposal seeks to continue that. None of the proposed internal alterations are unacceptable in principle. Although no detail has been provided for the form of any of the works, such as the materials to be used, it is considered that an acceptable scheme could be ensured by condition. Supporting documents make reference to other alterations, the limited descriptions of which suggest that they would affect the fabric of the building, such as "acoustic improvements". However, these are not illustrated on the submitted plans, or included in the description of development and as such, listed building consent is not sought for them through the current application. Historic England have advised that it does not have concerns regarding the internal works. The Council's Built Heritage Manager has raised no objection.

Alterations to façade of existing building

- 7.2.9 Two ramps with glazed balustrading which serve the gallery entrance and one of the library entrances would be removed. These are modern additions with materials making that clear and as such the impact of their loss on the historic character of the building would not be harmful. Their function would be replaced by new, differently sited and sloped ramps without balustrades and that element is considered further below. An existing single storey projection to the eastern side which would be removed does not appear to be an original element of the building and as such the impact of its loss on the character of the building would not be harmful. An external store which is proposed to be removed appears to be a shipping container. The impact of its loss on the character of the building would not be harmful. No harm would be caused by the partial replacement of railings on a rearward access ramp.

7.2.10 Along Queen Street on the southern side of the building, much of the space between the pavement and the building is enclosed by a railing which is proposed to be removed. The railings are present in a photograph on the cover of the heritage impact assessment. No date is given for the photograph, although the cars suggest that it was taken in the first half of the twentieth century. It is not clear whether the railings form part of the site as originally developed in 1911, however, they have clearly been part of it for the majority of the time since. They make a contribution to both character and setting and their loss would result in harm. The level of harm is considered to be less than significant. It is noted that a section of the railings has been missing since being damaged in 2019. Whilst that has undermined the character and setting, the action is unauthorised and as such offers no weight in favour of the proposal to remove the rest of the railings. Whilst no details are proposed at this stage, the provision of a suitable scheme of planting in the currently enclosed space would not harm the setting of the building.

Extensions to building

7.2.11 The Queen Street frontage and the south-eastern side elevation of the front section of the building remain largely as built. As evidenced by its listing, the building has a strong architectural quality and it is a prominent building that contributes positively to the Conservation Area.

7.2.12 The replacement entrance ramps would not detract from the historic character. The proposed extensions would be a concatenation of disparate elements. At the front, a recessed, glazed two storey section would immediately adjoin the gallery. To the side of that and projecting forward would be the largest element, a two storey cube, primarily finished in unspecified brick (shown as being white on the supporting submissions) with feature panels to the front and sides in unspecified materials. Both of those elements would have flat roofs, although the cube would have a parapet. Behind those would sit two single storey elements finished in a combination of red brick to match existing and standing seam metal cladding, one element with a saw tooth roof and the other having a flat roof. A single storey detached building would provide a substation. It would be finished in red brick to match existing.

7.2.13 The glazed element would provide a visual break between the original building and the more dominant part of the proposal, the cube. The design of the cube has taken some limited cues from the existing building. The indicated white brick would follow the appearance of the white glazed bricks to the existing side elevation. Some window and feature panel sizes have some similar dimensions to the opening in the existing building at the gallery entrance. The feature panels go some way to giving the extension a vertical emphasis, which is what can be seen through the detailing on the existing building. The heights of the cube, i.e. the lower and upper points of the parapet, would match those found in the parapet on the existing building.

7.2.14 Whilst some cues have been taken, they would be somewhat subtle in the finished building, to the point of visitors and passers-by having to pause at specific vantage points to perceive them. As a result of the materials to be used and the massing proposed, the cube would contrast with the front elevation of the existing building. A large proportion of it would sit forward of the existing building, which would provide a significant visual contrast in itself and emphasise the contrast arising from the materials and massing.

7.2.15 The scheme has been designed by architects from a multi-disciplinary consultancy. The heritage impact assessment has been prepared by an architect of the same consultancy. The

assessment concludes that the proposed development would cause harm, although it contends that public benefits would arise which would outweigh the harm.

- 7.2.16 Historic England has been consulted and it also considers that the scheme would cause harm to the listed building. It considers that positioning the proposed extension forward of the library and gallery, breaking the established building line along Queen Street, would intrude visually on this view of the historic portions of the buildings causing some harm to their significance. It considers that designing the extension to appear visually distinct to the gallery is appropriate in this setting. However, it considers that more context in terms of materiality could have been taken from the historic building to reduce the visual impact.
- 7.2.17 Whilst Historic England notes that a degree of harm would result from the proposals and it does not support them, it also notes significant improvements to the current situation on the site, and considerable public benefits from the provision of this facility within Blackpool town centre. It also considers the proposed associated public realm improvements and external landscaping to be positive and to be an improvement on the current situation.
- 7.2.18 The Council's Built Heritage Manager has raised no objection and notes that advice given at pre-application stage has largely been incorporated with regard to the scale, massing and disposition of the new gallery and the internal re-ordering of the building as a whole.
- 7.2.19 Officers concur with the submitted heritage impact assessment and Historic England that the proposal would result in less than substantial harm to the existing building as a result of the starkly contrasting form and its setting partially forward of the existing building. It is of note that the additional gallery space would be a minor part of the scheme in a rearward part of the new extensions, with the majority of the new floor space providing ancillary facilities such as stores, toilets and staff areas. However, the application advises that such facilities are necessary to make the gallery a state of the art facility and to make it more practicable for storage and display of existing collections and visiting exhibitions. Officers also concur that achieving these aims and helping to ensure future beneficial use of this heritage asset would be a public benefit which outweighs the less than substantial harms identified.
- 7.2.20 Notwithstanding the above, officers consider that a worthwhile improvement to the design could be achieved by a minor amendment. As noted above, the proposed cube includes a parapet with upper and lower heights to match the parapet on the existing building. A number of design details on the existing building make clear that the existing parapet is a parapet, rather than part of an additional storey. One of those design details is its through visibility. The parapet on the proposed cube would not have any such through visibility. Whilst a specific material is not currently proposed, details have been sought from the agent and they have confirmed that it would be fully opaque. It would therefore appear to be solid, in contrast with the existing parapet.
- 7.2.21 In light of this, and in order to provide more articulation and break up the mass to a degree, the applicant's agent was encouraged to set the parapet element back by approximately 950mm rather than the approximately 400mm currently proposed. The agent has provided a number of contended reasons why that could not be done, including that it would require a different construction detail, even though they advise that they have not yet designed the construction detail, and it would affect the siting of as yet unplanned plant on the roof. The contended reasons do not bear scrutiny. The agent contends that the local planning authority should base its decision on the responses of consultees (such as Historic England's critical response), rather than give its own consideration to the design of the scheme. As

design policies are within the Development Plan and the National Planning Policy Framework, it is plainly the case that the local planning authority should consider design. That consideration is, of course, informed by consultees' responses. As already noted, Historic England has provided critical comments. Whilst the agent contends that Historic England's conclusion of not objecting amounts to their support of the scheme, that contention is not reflective of Historic England's comments. As such, if Committee concur that the scheme is acceptable, it is considered appropriate to include a condition specifying that notwithstanding the approved plans, the roof level shall not be implemented prior to the submission of further details including detail of the level of set-back of the roof level element.

Character of Conservation Area

- 7.2.22 The extensions would affect the Conservation Area. However, any harm to the setting or significance of this heritage asset would be less than substantial and the potential public benefits identified above could also outweigh the limited harm caused to the Conservation Area.

Summary

- 7.2.23 On balance, whilst less than substantial harm would occur, public benefits could also be achieved and as such, subject to conditions, the proposal is considered to sufficiently accord with Policies CS7, CS8, DM17, DM20, DM26, DM27 and DM28 and the provisions of section 16 of the National Planning Policy Framework.

7.3 Impact on Amenity

- 7.3.1 Para 135 of the National Planning Policy Framework confirms that decisions should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience. Policy CS7 states that development will not be permitted that causes unacceptable effects by reason of visual intrusion, overlooking, shading, noise and light pollution or any other adverse local impact on local character or amenity. Policy DM20 states that extensions and alterations must be well designed, sited and detailed in relation to the original building and adjoining properties. DM20 confirms that extensions which have an unacceptable impact on neighbour amenity in terms of loss of privacy, loss of outlook, loss of sunlight or daylight or have an overbearing impact will not be permitted.
- 7.3.2 Policy DM36 supports development that is compatible with adjacent existing uses and would not lead to unacceptable adverse effects on health, amenity, safety and the operation of surrounding uses and for occupants, users of the development itself or designated sites of importance for biodiversity, with reference to noise, vibration, odour, light, dust, other pollution or nuisance.
- 7.3.3 The application site is surrounded by a mix of residential uses, holiday accommodation, a social club, offices, retail and other commercial uses. The extensions would not undermine the operation of any of the surrounding commercial uses.
- 7.3.4 The closest dwelling is at 28 Queen Street, which sits to the rear of the site, currently facing onto the car park. The development would be set sufficiently away from the windows there to prevent an overbearing harm to outlook. The siting of the development and the

arrangement of the varied levels proposes lower heights in the elements closest to that dwelling. That and the setting away would prevent a harmful level of overshadowing. No overlooking would occur. The occupier of that site has contended that the development would increase safety risks and susceptibility to burglaries as it would sit to the rear of a building, rather than to the rear of an open car park. It is not uncommon for dwellings to be located in such a manner and the contended risks are not an inevitable consequence of such development. The contention does not, therefore, represent a defensible basis on which to resist the application.

- 7.3.5 The extensions would be sufficiently distant from dwellings on the opposite side of Queen Street to prevent an overbearing impact on outlook, overshadowing, or a harmful relationship between respective windows.
- 7.3.6 There are various noise sources in the existing surrounding environment. The application is accompanied by a brief noise assessment. It provides information on current background noise levels. It notes that no plant is currently proposed and it provides a cumulative noise level which any plant should not exceed. It does not make any assessment of the vehicle loading and off-loading which would occur, nor does it provide any assessment of noise which could occur from the proposed substation. However, noting the existing noise environment, it is not considered that noise from loading would warrant refusal of the application, subject to a condition requiring submission of a servicing management plan which would preclude such activity at anti-social hours. A condition could preclude operation of the substation until it has been demonstrated that no harm to amenity would arise from noise generated there.
- 7.3.7 Inevitably, major demolition and construction work would present disruption in the surrounding area whilst on-going, particularly in a constrained Town Centre site. However, a condition requiring the submission and adherence to a Demolition and Construction Management Plan would reduce the disruption as far as is practical.

7.4 Access, Highway Safety and Parking

- 7.4.1 Paragraph 115 of the National Planning Policy Framework states that development should only be refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impacts on the road network would be severe. Policy CS5: Connectivity promotes a sustainable and efficient transport network for Blackpool. Policy CS7 requires development to be accessible to special groups in the community and to incorporate well integrated car parking, cycle and pedestrian routes. Policy DM41 permits development where access, travel and safety needs are met. DM41 does not set minimum car parking standards, particularly in the Town Centre where proposals are deemed highly accessible.
- 7.4.2 The Town Centre is well served by buses, trams and trains. The dense development of Blackpool means that a significant number of people live within walking distance of the site. The site's town centre location means that it is co-located with other facilities, services and attractions.
- 7.4.3 The application is supported by a Transport Statement which has been reviewed by the Local Highway Authority. Other than the loading area, no on-site vehicle parking is proposed. The plans show 4 Sheffield type cycle stands to the front of the building and there is an existing staff cycle shelter to the rear of the building. It is advised that within the library there is a shower and lockers to aid cycling to work which would become more accessible to gallery

staff as a result of the proposed links between the two facilities. Proposed alterations in land level would provide level access to the library and gallery from Queen Street. The plans propose the removal of a bus stop from Queen Street. The proposal would lead to the loss of a public car park which has space for 37 vehicles.

- 7.4.4 The Transport Project Officer considers that the Queen Street bus stop should be retained and advises that although the bus stop is not currently in daily use, it is an important reserve bus location when town centre works disrupt the network and two Blackpool Transport Service lines are being considered to terminate at Queen Street which would bring the bus stop back into use regularly. They also note the Transport Statement's recording that the stop is used by coaches. Whilst a section of Blackpool Council is the applicant, it is noted that it is not in that section's powers to remove the bus shelter. Those who do have responsibility for it have not agreed to its removal and consider that it should be retained. The applicant's agent has contended that removal of the bus stop would subsequently enable a really high-quality development and inferred that the public benefits of that would be preferable to the benefits arising from the bus services which are being considered.
- 7.4.5 The agent has not explained why the retention of the bus stop would prevent the implementation of the scheme. It is not the case that there is a binary choice between retaining the bus stop and revising bus routes, versus the undertaking of the proposed development. The submissions contend that visitor numbers to the gallery have reduced, necessitating this proposal. It appears that it would be assistive in that regard to have visitors be able to alight buses on the gallery's doorstep and present those waiting to board with a, perhaps previously unconsidered, opportunity to visit. The bus stop's removal is not necessary in planning terms and in the event that planning permission was granted for the proposed scheme, the removal of the bus shelter would not be development thereby approved or required.
- 7.4.6 The Head of Highways and Traffic Management Services notes that the transport statement indicates that large, infrequent deliveries and removals of exhibition material will be via the loading bay at the eastern end of the site. They note that swept paths overrun the taxi rank on Queen Street to varying degrees and that arrangement with taxi organisations would be required. The applicant expects there to be 10 times a year when exhibitions would occur which would cause this issue to arise. Whilst this matter remains unresolved and that is unfortunate, it appears to be a matter which the applicant can resolve post-determination in the event that planning permission is granted. Notwithstanding that, the applicant's agent was encouraged to attempt resolution of this matter prior to determination through engagement with the relevant sections of the council, but no further response has been provided on that point.
- 7.4.7 Given the Town Centre location, accessible by a range of modes, it is not necessary for a building in this location to provide any car parking. On street car parking would remain on Queen Street, including some allocations for disabled people. Paragraph 108 of the National Planning Policy Framework specifies that transport issues should be considered from the earliest stages of development proposals, so that, amongst other things, opportunities to promote walking, cycling and public transport use are identified and pursued. The lack of cover for the 4 cycle stands for visitors to the front of the building suggests that they did not form part of the detailed design considerations. Whilst this is plainly a deficiency and the provision would not provide the encouragement to cycle which would arise from a well-designed, covered and better secured facility, it is not considered to represent a reason for refusal. It is noted that similar, uncovered provision is sited at the main library entrance, but

drawing inspiration from examples of existing poor design is not an approach encouraged by any policy.

- 7.4.8 Objections have been received relating to the loss of the public car park. It is instructive that the local highway authority has not objected on this basis. A strategic parking review has been undertaken. The site was one of the multitude of car parks given consideration in that review. It was not identified as being crucial to retain. Parking for up to 90 minutes is available on the carriageway on Queen Street. There remain other car parks within reasonable walking distance. An objector has referred to a number of car parks which have been lost in the Town Centre in recent times and other new development which may increase parking demand. However, it must be acknowledged that a seven-storey facility has been built on land at Central Car Park with capacity for 1306 cars. Policy CS5 promotes a sustainable and efficient transport network for Blackpool. Amongst other things, it seeks the provision of a well-integrated public transport network, a network of safe pedestrian and cycle routes and the changing of travel behaviour, which would reduce demand for public car parking. CS5 also seeks to address parking capacity issues by providing sufficient, high quality and conveniently located car parks. Given the wider provision, it is not considered that this proposal would undermine the delivery of that policy.
- 7.4.9 A condition is proposed that would require the agreement of a Servicing Management Plan to ensure that servicing does not compromise amenity, highway safety, or the operation of nearby premises.
- 7.4.10 The submission of a Demolition and Construction Management Plan should be agreed by condition to understand and agree the effects and demands on the highway network during the demolition and construction phases.

7.5 Drainage

- 7.5.1 The site falls within Flood Zone 1 and does not exceed 1ha. As such, there is no requirement for the applicant to demonstrate compliance with sequential exception tests or submit a site-specific flood risk assessment. However, a flood risk assessment and drainage strategy report was submitted with the application.
- 7.5.2 There is an expectation that new developments reduce the amount of surface water entering the combined system where possible. Where this is not possible, developments are expected to achieve a betterment in the surface water run off rates. This should be restricted to the greenfield rates where possible but, if this is not practicable, a 30% reduction should be delivered.
- 7.5.3 The submitted drainage strategy notes that the site is currently impermeable and states that the surface water flow rate is unlikely to change as a result of the development, but it would change due to climate change. United Utilities has been consulted on the application and has raised no objection subject to a condition requiring implementation of the submitted drainage strategy. On this basis, the proposal is considered to be acceptable with regard to drainage matters.

7.6 Environmental Quality

- 7.6.1 Policy DM35 permits development that will not give rise to a deterioration of air quality in the defined Air Quality Management Area in Blackpool Town Centre or result in the

declaration of a new Air Quality Management Area. Where appropriate an air quality impact assessment will be required to support development proposals.

- 7.6.2 The site is in the Town Centre which is well served by public transport. Other than the loading area, no on-site vehicle parking is proposed and a car park would be removed, which in itself would, to some degree, reduce vehicle movements in the immediate vicinity. Cycle storage, staff showering and changing facilities and the fact there would be no staff vehicle parking spaces, should encourage staff to access the site by sustainable measures, which should not result in a deterioration in air quality during the operational phase of the development.
- 7.6.3 A Demolition and Construction Management Plan should be required by condition and this should set out dust suppression and other environmental safeguarding mitigation measures which would ensure that the demolition/construction phase also does not result in an unacceptable deterioration in air quality in the Air Quality Management Area..

7.7 Ecology and Trees

- 7.7.1 As considered in the principle section above, the Greening Blackpool Supplementary Planning Document requires tree planting on the site and areas for landscaping are shown on the proposed site plan. Subject to the condition proposed in this regard, it is considered that an acceptable landscaping scheme could be provided.
- 7.7.2 The standard ecological enhancement condition should be imposed on any planning permission to ensure that bat and bird boxes are included on site as a minimum.

7.8 Social Impacts

- 7.8.1 No socio-economic report has been submitted by the applicant that sets out the employment opportunities that could be generated from the development. On the application form, in response to the question *Are there any existing employees on the site or will the proposed development increase or decrease the number of employees?*, the applicant has responded no, which denotes that there would not be any job opportunities arising from the completed development. The development would provide temporary construction jobs, which provides some modest weight in favour of the proposal.
- 7.8.2 The development would be one of many regeneration projects within Blackpool and would assist in the re-branding of the Town Centre, strengthening it as cultural, leisure and business destination for residents and visitors. This weighs in favour of the proposed scheme.

7.9 Other Issues

- 7.9.1 The application has been accompanied by a phase 1 preliminary risk assessment. It identifies risks as being either moderate/low or low and recommends intrusive ground investigations prior to the commencement of development. Whilst no consultation response was received from Environmental Protection, it is considered appropriate and proportionate to include a condition requiring those investigations to be undertaken.
- 7.9.2 The application has 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 (as amended).

- 7.9.3 Under Article 8 and Article 1 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. This application does not raise any specific human rights issues.
- 7.9.4 Through the assessment of this application, Blackpool Council as a public authority has had due regard to the Public Sector Equality Duty (“PSED”) under s.149 of the Equality Act and the need to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who do not, and to foster or encourage good relations between people who share a protected characteristic and those who do not. The application is not considered to raise any inequality issues.

7.10 Sustainability and planning balance appraisal

- 7.10.1 Sustainability comprises economic, environmental and social components.
- 7.10.2 Economically, the proposal could contribute to delivering regeneration to the Town Centre and would provide local employment opportunities during construction. The proposal could deliver economic benefits and this weighs in favour of the proposal.
- 7.10.3 Environmentally, the proposal seeks to support the ongoing use of a Grade II Listed Building thus arguably contributing to preservation of the heritage asset for future generations to enjoy. The proposed development site is constrained however, landscaping and biodiversity enhancements could be provided within the site. The scheme is not expected to have any unacceptable impacts in regard to drainage, land or water quality. No concerns have been raised with regard to Air Quality or Land Contamination.
- 7.10.4 Socially, the development could provide employment opportunities all year round thus contributing somewhat to reducing unemployment levels in the area. The development could support businesses in the Town Centre. The development could support local community health, social and cultural well-being and is considered to be socially sustainable.
- 7.10.5 In terms of the planning balance, the development proposed is considered to constitute sustainable development. No other material planning considerations have been identified that would outweigh this view.

8.0 FINANCIAL CONSIDERATIONS

- 8.1 The Council is the applicant. As such the Council would have to consider matters of funding the scheme, carrying out the development and operational expenditure and income. The Council would also have to consider the financial implications arising from not operating a car park on the site. However, these are not planning considerations and they do not carry weight in the planning balance.

9.0 BLACKPOOL COUNCIL PLAN 2019-2024

- 9.1 The Council Plan sets out two priorities. The first is ‘the economy: maximising growth and opportunity across Blackpool’, and the second is ‘communities: creating stronger communities and increasing resilience’.

- 9.2 These applications would accord with both priorities. The provision of further floorspace and more useable space within the existing building could support economic growth and an increase in facilities useable by local communities. The development could contribute to regeneration in a deprived area and bring more visitors into this part of Blackpool town centre.

10.0 CONCLUSION

- 10.1 As set out above, the harms to the heritage assets would be outweighed by the public benefits arising. The scheme is considered to represent sustainable development and no other material planning considerations have been identified that would outweigh this assessment. On this basis, planning permission and listed building consent should be approved.

11.0 RECOMMENDATION

- 11.1 Approve the application for planning permission and the application for listed building consent subject to the following conditions and for the following reasons:

Planning permission:

- 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 and information:

Received by the Local Planning Authority on 11/3/2024:

- Location plan ref. BCH- EWA- ZZ- ZZ- DR- A- 79003 rev.P01
- Demolition elevations ref. BCH- EWA- ZZ- ZZ- EL- A- 10510 rev.P03
- Level 00 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10414 rev.P04
- Level 01 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10416 rev.P03
- Level M1 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10415 rev.P03
- Proposed site plan ref. BCH- EWA- ZZ- ZZ- DR- A- 79001 rev.P06
- Proposed elevations – sheet 1 – ref. BCH- EWA- ZZ- ZZ- EL- A- 10501 rev.P03
- Proposed elevations – sheet 2 – ref. BCH- EWA- ZZ- ZZ- EL- A- 10502 rev.P04
- Proposed long elevations – ref. BCH- EWA- ZZ- ZZ- EL- A- 10503 rev.P02
- Proposed floor plans level 00 – ref. BCH- EWA- ZZ- 00- DR- A- 10410 rev.P07
- Proposed floor plans level 01 – ref. BCH- EWA- ZZ- 01- DR- A- 10412 rev.P06
- Proposed floor plans level M0 – ref. BCH- EWA- ZZ- M0- DR- A- 10411 rev.P05
- Proposed roof plan ref. BCH- EWA- ZZ- R1- DR- A- 10413 rev.P06
- Proposed sections ref. BCH- EWA- ZZ- ZZ- DR- A- 10601 rev.P03

Received by the Local Planning Authority on 12/3/2024:

- Flood Risk Assessment and Drainage Strategy ref. BCH-CUR-ZZ-XX-T-C-92001 rev.P01
- Design and access statement ref. BCH-EWA-XX-XX-RP-A-XX-99030
- Noise Assessment ref. P4491/R1/WJK
- Phase 1 Preliminary Risk Assessment ref. 080099-CUR-00-XX-T-GE-00001 rev.P01

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 Notwithstanding the submitted details, the external materials to be used on the external elevations, including the approved extensions and entrances, shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction. Details shall include sample panels of any brickwork, demonstrating the colour, profile, texture, bond and any pointing and sample panels of any cladding. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the appearance of the site and the Town Centre Conservation Area in accordance with Policy CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 4 Notwithstanding the submitted details, the roof level of the two storey extension to the Queen Street frontage shall not be implemented prior to the submission to and written agreement from the Local Planning Authority of further details of the roof level, including detail of the level of set-back of the parapet element, lighting and bird deterrence measures. The development shall be carried out in accordance with the approved details.

Reason: In order to secure appropriate visual articulation and interest and in the interests of preserving and enhancing the heritage asset and the appearance of the Town Centre Conservation Area in accordance with Policy CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 5 No development shall take place until a Demolition/Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Demolition/Construction Management Plan shall include and specify the provision to be made for the following:
- dust mitigation measures during the demolition/construction period
 - control of noise emanating from the site during the demolition/construction period
 - hours and days of demolition/construction work for the development
 - contractors' compounds and other storage arrangements
 - provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the demolition/construction period
 - arrangements during the demolition/construction period to minimise the deposit of mud and other similar debris on the adjacent highways
 - measures to prevent contamination of surface and sub-surface water bodies during the demolition/construction period

- routing of construction traffic

The demolition/construction of the development shall then proceed in full accordance with the approved Demolition/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 CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 6 Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details in the submitted drainage strategy ref. BCH-CUR-ZZ-XX-T-C-92001 rev.P01 and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage of sewage and surface water and to manage the risk of flooding and pollution in accordance with the provisions of the NPPF and NPPG and Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027, Policies DM31 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027 and the Blackburn, Blackpool and Lancashire Flood Risk Management Strategy.

- 7 Prior to occupation of the proposed development, the sustainability strategy detailed at section 7 of the submitted design and access statement shall be fully implemented and the building thereafter operated in full accordance with this strategy.

Reason: In order to ensure that the development contributes to sustainability and supports the Council's wider objectives and commitments relating to environmental quality and climate change in accordance with Policy CS10 of the Blackpool Local Plan Part 1: Core Strategy 2012 -2027.

- 8 Prior to the commencement of any above ground construction, a scheme of ecological enhancement shall be submitted to and agreed in writing by the Local Planning Authority and the development shall thereafter proceed in full accordance with this approved scheme. For the purpose of this condition, the scheme of ecological enhancement shall include:

- Native tree planting
- Provision of bird and bat boxes

Reason: In order to safeguard and enhance biodiversity in accordance with Policy CS6 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM21 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 9 Details of the appearance, technical specification and siting of any external ventilation, ducting and plant shall be submitted to and agreed in writing by the Local Planning Authority before development commences. The submissions shall include a demonstration that the noise arising would not exceed the levels specified to be acceptable in the submitted noise assessment ref. P4491/R1/WJK. The agreed external ventilation, ducting and plant shall then

be provided in accordance with all agreed specifications prior to first use and shall thereafter be retained as such.

Reason: In order to safeguard the living conditions of the occupants of nearby residential premises and to conserve the significance and setting of the heritage assets, in accordance with Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 10 Before the development hereby approved is first brought into use the cycle storage and staff changing facilities shown on the approved plans shall be made available to all staff working in all parts of the application site and shall thereafter be retained and maintained as such.

Reason: In order to encourage travel to and from the site by a sustainable transport mode in accordance with Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 11 Before the development hereby approved is first brought into use the cycle parking shown on proposed site plan ref. BCH- EWA- ZZ- ZZ- DR- A- 79001 rev.P06 shall be provided and shall thereafter be retained and maintained as such.

Reason: In order to encourage travel to and from the site by a sustainable transport mode in accordance with Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 12 Notwithstanding the submitted drawings, a Servicing Management Plan, including details of vehicle size(s), delivery/ collection times, turning areas, vehicle tracking and manoeuvring, management of the Queen Street taxi rank and any other relevant details shall be submitted to and agreed in writing by the Local Planning Authority, prior to the first use of the development hereby approved. The approved details shall be implemented upon first use of the extensions and retained thereafter unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of neighbouring amenity, highway safety and the appearance of the site and locality, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM36 and DM41 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 13 Prior to the first occupation or use of the development hereby approved:

(a) a landscaping scheme shall be submitted to and agreed in writing by the Local Planning Authority. This scheme shall include a full planting schedule detailing plant species and initial plant sizes, numbers and densities and shall include a minimum of 6 semi-mature or mature trees;

(b) the landscaping scheme agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details; and

(c) Any trees or plants planted in accordance with this condition that are removed, uprooted, destroyed, die or become severely damaged or seriously diseased within 7 years of planting shall be replaced within the next planting season with trees or plants of similar size and species to those originally required unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily landscaped in the interests of visual amenity, to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall and in the interests of biodiversity and climate change mitigation, in accordance with Policies CS6, CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM20, DM21, DM31 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

- 14 Prior to the installation of any external lighting, details of the lighting shall be submitted to and agreed in writing by the Local Planning Authority and the development shall thereafter proceed in full accordance with these approved details. For the purpose of this condition, the details shall include the form, design, materials and technical specification of the lighting, a lux plan to show the resulting area of light-spill and times when the lighting will be switched on and off.

Reason: In the interest of the appearance of the site and locality and to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

- 15 Prior to first use of the substation hereby approved:

(a) a noise survey shall be submitted to and agreed in writing by the Local Planning Authority;

(b) in the event that the noise survey required pursuant to part (a) of this condition identifies a need for mitigation, a scheme for the provision of noise attenuation to ensure that the following cumulative noise levels are not exceeded shall be submitted to and agreed in writing by the Local Planning Authority:

- 35dB LAeq (16hr) from 0700 to 2300 within living rooms
- 30dB LAeq (8hr) from 2300 to 0700 within bedrooms
- 45dB LAFmax from 1900 to 0700 for single sound events within bedrooms
- 50dB LAeq (16hr) from 0700 to 2300 for outdoor living areas
- The evening standard LAFmax will only apply where the evening LAFmax significantly exceeds the LAeq and the maximum levels reached are regular in occurrence, for example several times per hour.

(c) the noise attenuation scheme agreed pursuant to part (b) of this condition shall be implemented in full and in full accordance with the approved details.

Any noise attenuation measures implemented in accordance with this condition shall thereafter be retained and maintained as such.

Reason: In order to safeguard the amenities of nearby residents in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the

- 16 (a) Prior to the commencement of the development hereby approved:
- (i) a methodology for a phase 2 geo-technical site investigation into potential land contamination shall be submitted to and agreed in writing by the Local Planning Authority; and
 - (ii) the phase 2 investigation approved pursuant to part (i) of this condition shall be carried out in full and the results of this investigation shall be submitted to and agreed in writing by the Local Planning Authority; and
 - (iii) any scheme of remediation shown to be required by the investigation undertaken pursuant to part (ii) shall be submitted to and agreed in writing by the Local Planning Authority; and
- (b) Prior to first use of the development hereby approved, the remediation agreed pursuant to part (a) of this condition shall be carried out in full and a validation report confirming the works shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to water resources or to human health and in accordance with the provisions of Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027. This information is required to be submitted and agreed prior to commencement in order to ensure that the development hereby approved proceeds safely.

- 17 At least 14 days before commencement of the development, the developer must email safeguarding@blackpoolairport.com if any equipment to be used during construction will exceed 10 metres above ground level or that of surrounding trees or structures (e.g. tower cranes, piling rigs). Notification of the equipment shall be made via the Air Portal on the Blackpool Airport website and include:
- its position (OSGB grid coordinates to 6 figures each of Eastings and Northings);
 - height above ordnance datum;
 - anticipated dates and time on site;
 - emergency contact numbers for the crane operator when in use and site manager

Reason: The equipment must be operated in accordance with BS 7121 and further advice can be found in Airport Operators Association Advice Note 4 'Cranes and Other Construction Issues'.

Listed Building Consent:

- 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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

- 2 The development shall be carried out, except where modified by the conditions attached to this consent, in accordance with the Listed Building Consent application received by the Local Planning Authority including the following plans and information:

Received by the local planning authority on 11/3/2024:

- Location plan ref. BCH- EWA- ZZ- ZZ- DR- A- 79003 rev.P01
- Demolition elevations ref. BCH- EWA- ZZ- ZZ- EL- A- 10510 rev.P03
- Level 00 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10414 rev.P04
- Level 01 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10416 rev.P03
- Level M1 demolitions ref. BCH- EWA- ZZ- ZZ- DR- A- 10415 rev.P03
- Proposed site plan ref. BCH- EWA- ZZ- ZZ- DR- A- 79001 rev.P06
- Proposed elevations – sheet 1 – ref. BCH- EWA- ZZ- ZZ- EL- A- 10501 rev.P03
- Proposed elevations – sheet 2 – ref. BCH- EWA- ZZ- ZZ- EL- A- 10502 rev.P04
- Proposed long elevations – ref. BCH- EWA- ZZ- ZZ- EL- A- 10503 rev.P02
- Proposed floor plans level 00 – ref. BCH- EWA- ZZ- 00- DR- A- 10410 rev.P07
- Proposed floor plans level 01 – ref. BCH- EWA- ZZ- 01- DR- A- 10412 rev.P06
- Proposed floor plans level M0 – ref. BCH- EWA- ZZ- M0- DR- A- 10411 rev.P05
- Proposed roof plan ref. BCH- EWA- ZZ- R1- DR- A- 10413 rev.P06
- Proposed sections ref. BCH- EWA- ZZ- ZZ- DR- A- 10601 rev.P03

Received by the local planning authority on 12/3/2024:

- Flood Risk Assessment and Drainage Strategy ref. BCH-CUR-ZZ-XX-T-C-92001 rev.P01
- Design and access statement ref. BCH-EWA-XX-XX-RP-A-XX-99030
- Noise Assessment ref. P4491/R1/WJK
- Phase 1 Preliminary Risk Assessment ref. 080099-CUR-00-XX-T-GE-00001 rev.P01

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 consent.

- 3 Prior to the carrying out of any works hereby approved inside the existing building, the methods, materials and components to be used in the internal works shall be submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details.

Reason: In the interests of retaining and re-exposing original features of the listed building which contribute to the building's character and significance in accordance with Policies CS7 and CS8 of the Blackpool Local Plan Part 1 core Strategy 2012 – 2027 and Policy DM26 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

- 4 Notwithstanding the submitted details, the external materials to be used on the external elevations, including the approved extensions and entrances, shall be submitted to and

agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction. Details shall include sample panels of any brickwork, demonstrating the colour, profile, texture, bond and any pointing and sample panels of any cladding. The development shall be carried out in accordance with the approved details.

Reason: In order to secure appropriate visual articulation and interest and in the interests of preserving and enhancing the heritage asset and the appearance of the Town Centre Conservation Area in accordance with Policy CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document 2012-2027.

5 (a) Prior to the commencement of development, a methodology for the production of a photographic record using the principles and methods set out in 'Understanding Historic Buildings' (Historic England 2016), to be carried out prior to and during any works on site, shall be submitted to and agreed in writing by the Local Planning Authority;

(b) The works hereby approved shall at all times proceed in full accordance with the record methodology agreed pursuant to part (a) of this condition.

Reason: To ensure and safeguard the recording and inspection of matters of historical importance associated with the building and in accordance with Policy CS8 of the Blackpool Local Plan Part 1: Core Strategy (2012 - 2027).