

Reporting to Planning Committee Meeting to be held on: 11 July 2019	Electoral Ward Affected Sharoe Green
Report submitted by: Director of Development	
Application Number: 06/2018/0949	

1 Summary

1.1 Jeanne Jugan Residence , 228 Garstang Road, Preston, PR2 9RB

Development of a new healthcare facility, including erection of three storey building, with associated access, parking and infrastructure and demolition to group of existing buildings (Part retrospective)

Applicant	Salim Patel
Agent	Simon Newall
Case Officer	Ben Sandover

2 Decision recommended

Approval with conditions with conditions to address the matters in paragraph 2.1.

2.1	Conditions & Informatives
	<p><u>Conditions</u></p> <ol style="list-style-type: none"> 1. Development carried out in accordance with the approved plans 2. 3 year time limit 3. Materials to be submitted 4. Scheme of landscaping to be submitted 5. Boundary treatments to be submitted 6. Tree protection measures 7. Archaeological scheme of works and building recording to be submitted 8. Access to site and off-site highway works to be submitted 9. Car park and servicing areas to be implemented 10. Construction Environmental Management Plan, including wheel cleaning facilities 11. Submission of surface water drainage scheme prior to commencement and completed in accordance with approved details 12. Submission of management and maintenance plan for sustainable drainage scheme 13. Energy efficiency 14. Contaminated land – site investigation and risk assessment

	<p>15.Noise mitigation measures to be incorporated 16.External plant noise levels 17.Hours of use and servicing 18.External lighting details to be submitted 19.No tree felling or vegetation clearance during bird nesting season 20.Badger survey 21.Invasive species eradication, control and avoidance measures 22.Biodiversity enhancement</p> <p><u>Informatives</u></p> <ol style="list-style-type: none"> 1. CIL informative 2. United Utilities information 3. Lead Local Flood Authority information 4. Invasive species 5. Highways 6. Designing Out Crime
3	Information
3.1	Location
	<p>This site is one situated off Garstang Road in Preston, and is accessed from Garstang Road to the east. The site is occupied by a large, four storey building (with additional roof space at fifth floor), which operates as a residential care facility for elderly persons. The majority of the site is identified as Existing Residential Area, and a further part is identified as Green Infrastructure, as per the Adopted Local Plan Policies Map.</p> <p>Two listed structures are situated opposite to the vehicular access to the site, to the west of Garstang Road, they are a Grade II listed Milestone and the Grade II listed Garstang Road Gate Lodge and gateway. Two conservation areas, Harris Children’s Home Conservation Area and Fulwood Conservation Area, are situated to the west and south of the site respectively. The Corpus Christi Catholic Sports College is situated to the east of the site, with residential properties to the north and south of the site.</p>
3.2	Proposal
	<p>The application seeks full planning permission for development of a new healthcare facility, including the erection of a three storey building, with associated access from Garstang Road, parking and infrastructure, including demolition of some existing buildings. The demolition and clearance of the site has begun, and the application is part-retrospective.</p> <p>The buildings demolished include the gatehouse, situated adjacent to the existing entrance from Garstang Road, and outbuildings to the northern boundary of the site, and to the rear (east) of the existing building.</p> <p>The proposed new healthcare building would be set to the rear of the site, behind the existing Jeanne Jugan residence block which would remain on site. The proposed building would measure three storeys in height, and would include a flat roof design. It would consist of primarily rendered and clad sections, with brick columns to the edges of the</p>

	<p>building. Entrance and access areas would include large glazed sections with clad surrounds. The building would be arranged in an L-shaped design, with the part projecting forward of the main structure to include a rendered and glazed section, with glazing at ground and first floors separated by a canopy. The applicant has stated they would intend to utilise combinations of brickwork, steel cladding and glazed curtain walling in the construction of the building.</p> <p>Two vehicular and pedestrian access points would be created from Garstang Road, with a one-way entrance and exit system envisaged on the proposed site plan. Parking areas would be created across the site, with landscaping provided at several points throughout.</p>
3.3	Relevant planning history
	None of relevance.
3.4	Planning Policy Framework
	<p>Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.</p> <p>The Development plan comprises:</p> <p><u>Central Lancashire Core Strategy</u> Policy 1 – Locating Growth Policy 2 – Infrastructure Policy 3 – Travel Policy 16 – Heritage Assets Policy 17 – Design of New Buildings Policy 18 – Green Infrastructure Policy 21 – Landscape Character Areas Policy 22 – Biodiversity and Geodiversity Policy 23 – Health Policy 25 – Community Facilities Policy 26 – Crime and Community Safety Policy 27 – Sustainable Resources and New Developments Policy 29 - Water Management</p> <p><u>Preston Local Plan 2012-26 (Site Allocations and Development Management Policies)</u> Policy AD1(a) – Development within (or in close proximity to) the Existing Residential Area Policy ST1 – Parking Standards Policy ST2 – General Transport Considerations Policy EN2 – Protection and Enhancement of Green Infrastructure Policy EN7 – Land Quality Policy EN8 – Development and Heritage Assets Policy EN9 – Design of New Development Policy EN10 – Biodiversity and Nature Conservation Policy EN11 – Species Protection</p>

Other Material Considerations:

Central Lancashire Supplementary Planning Documents (SPD)
Design Guide

National Planning Policy and Guidance

National Planning Policy Framework (The Framework)

National Planning Practice Guidance (NPPG)

National Planning Policy for Waste

3.5 Consultation responses

County Highways – No objections, subject to conditions requiring a scheme for the construction of the site access and off-site highway works, and for those to be undertaken; car parking and servicing areas to be constructed and made available before the premises becomes operational; and wheel cleaning facilities during the construction period.

County Archaeology – No objections, there are historic and potential buried archaeological remains at the site, and therefore conditions requiring building recording and a programme of archaeological work to be undertaken in accordance with a written scheme of investigation are recommended.

Parks and Streetscene (Landscape) – No objections, however improvements to proposed landscaping of the site are suggested.

Parks and Streetscene (Arborist) – No objections, the trees already felled would have offered only limited amenity value. The trees close to Garstang Road should be protected as per the submitted Tree Protection Plan. The landscape plan shows replacement trees which will compensate for those lost.

NATS Safeguarding – No objections to proposal.

Natural England – No comments to make on this application.

Waste Management – No objections following the submission of an amended Waste Management Plan.

Greater Manchester Ecology Unit – No objections, the following conditions are recommended – a survey of the site for badger setts; method statement for eradication, control and avoidance for invasive species; no works to trees and shrubs during bird nesting season; and biodiversity enhancement measures. An informative regarding the protection of bats is recommended.

Lead Local Flood Authority – No objections subject to conditions relating to a sustainable drainage scheme, a management and maintenance plan for this scheme, and a surface water lifetime management and maintenance plan. An informative relating to sewer connection is recommended.

United Utilities – Concerned with the proposed rates of discharge in the submitted flood risk assessment and with the conclusion that surface water should drain directly to the public combined sewer. The discharge rates from the site given the capacity of existing infrastructure is questionable. Further information is required through the submission of a surface water drainage scheme which can be controlled by planning condition. Foul and surface water shall be drained on separate systems.

Environmental Health – No objections, the following conditions are recommended: noise mitigation measures to be implemented as proposed within the submitted Noise Impact Assessment, and noise levels of future plant equipment shall not exceed 10 decibels below the background noise level at the nearest noise sensitive premises; phase 1 desk survey for contamination shall be submitted, followed by phase 2 and method and remediation strategies if necessary; hours of use and servicing shall be restricted; Construction Environmental Management Plan shall be submitted, including details of any asbestos removal; lighting scheme shall be submitted prior to installation.

Designing Out Crime – No objections. Site security during construction and general security measures should be incorporated into the development.

Publicity – 21 objections have been received. The issues raised can be summarised as follows:

- Vehicle access and the proposed highway works may impede access to the driveway of a neighbouring property.
- The massing of the proposed development is not appropriate for the area.
- Loss of trees is a concern, and fast growing trees should be planted as replacements.
- The proposed development would result in undue light pollution.
- The proposed development would lead to noise and disturbance adjacent to neighbouring properties.
- The development would have an adverse impact upon traffic and highway safety within the area.
- Further clarification of boundary treatments is requested.
- The proposed parking provision is below standards outlined within the Local Plan.
- The development would affect the privacy of neighbouring properties.
- There is no need for a health facility of such a scale in the area.
- The loss of landscaping of the site would be a detriment to wildlife.
- The provision of hardstanding would affect drainage in surrounding properties.
- A further buffer should be introduced between the proposed development and those properties along Hall Road.
- The submitted drainage information is not sufficient.
- The application does not include an Environmental Impact Assessment.
- Security measures should be introduced.
- The structure of wall to neighbouring property would be compromised.
- Disruption would occur during the construction phase.

The following issues were raised in the representations of objection which are not material planning considerations and as such cannot be taken into account:

- Future uses indicated within the building should be clarified at an early stage.
- The proposed development would cause loss in value to neighbouring properties.
- There are incorrect references within the submitted information, for example the aerial layout of the site.
- There is likely to be a Heavy Goods Vehicle (HGV) patient scan facility located at the site.
- Works have commenced on site, which gives disregard to the planning process.
- There is no provision for appropriate toilets facilities for users with disabilities.
- There was a lack of consultation prior to submission of the planning application.
- The submitted information does not take account of future growth of the site.

3.6 **Analysis**

Principle of proposal

Core Strategy Policy 1 states to focus growth and investment on well located brownfield sites. Policy AD1(a) of the Preston Local Plan states that development within (or in close proximity to) the existing residential area will be permitted provided that it meets with a set of criteria, including sensitive design and scale of development, in keeping with the character of the area; no adverse impacts upon residential amenity; not lead to an over-concentration of non-residential uses; and not lead to an over-intensification of use of the site.

The majority of the site is located within the existing residential area. The site is already used as a residential care facility, which would remain. The proposed healthcare and GP facility would operate separately to the existing residential care facility. The proposed healthcare facility would serve the surrounding urban area of Preston and is the type of development that can be expected to be found in an urban area. Compatibility with the existing immediate surrounding area will be considered in greater detail below. The proposed development is acceptable in principle.

Policy EN2 of the Preston Local Plan states that development proposals should seek to protect and enhance green infrastructure as identified on the Policies Map. Proposals which would involve the loss of green infrastructure will only be granted planning permission where it can be clearly shown that the site is surplus to requirements.

Part of the site is allocated as Green Infrastructure. It is noted that this designation stretches southwards beyond the site boundary, where sports facilities are situated. The Green Infrastructure contained within the site lies on private land, with no public access currently permitted to this land. It is considered that this land was associated with the historic residential care facility, however the current care facility and the proposed GP facilities do not require specific green infrastructure to support their operations, and the land is considered surplus to requirements. The principle of redeveloping this area of the site is therefore considered to be acceptable and compliant with Policy EN2 of the Local Plan.

Policy 23 of the Preston Local Plan aims to integrate public health principles and planning, and help to reduce health inequalities by working with health care commissioners to support health care infrastructure and particularly to improve primary care and mental health care access and facilities; and where required by the priorities of health care commissioners, identifying sites for new facilities reflecting the spatial distribution of need, the importance of accessibility, and opportunities for different service providers to share facilities.

Policy 25 of the Preston Local Plan aims to ensure that local communities have sufficient community facilities provision by working with public, private and voluntary sector providers to meet demonstrable need; encouraging and coordinating new provision at locations that are accessible by all modes of transport; and resisting the loss of existing facilities by requiring evidence that they are no longer viable or relevant to local needs.

The proposed facility would support existing healthcare provision throughout the city, as it would incorporate five GP practices into a single facility. This is in accordance with an aim of the NHS to bring together local healthcare facilities whilst also relocating some main hospital services to local areas, and improving accessibility for local people. The applicant has stated that many existing practices are struggling with current premises and this is limiting the range of services that could be provided. The proposed development would incorporate a shared health and social care facility with modern facilities that could accommodate all existing services, in addition to services not currently provided, such as dentistry, ophthalmology, pharmacy, imaging, day care haematology/oncology, near patient testing and phlebotomy. It is proposed to offer extended opening hours and appointment availability, which would reduce the number of attendances at A&E departments and out of hours services.

It is considered that the proposed development would improve primary care access and facilities, and would assist with the aim of Policy 25 which seeks to ensure that local communities have sufficient community facilities provision. The proposal would also improve the healthcare infrastructure and allow different service providers to share facilities, consistent with the aim of Policy 23 of the Core Strategy. The site is considered to be situated within a sustainable location, adjacent to Garstang Road which benefits from frequent bus services. Bus stops and cycle lanes are situated within close proximity to the development site. In light of the above, it is considered that the proposed development complies with the specified policies, and is acceptable in principle.

Impact upon heritage assets

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that when considering whether to grant planning permission for development that affects a listed building or its setting “special regard” will be given to the “desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

Core Strategy Policy 16 states that applications will protect and seek opportunities to enhance the historic environment, heritage assets and their settings by safeguarding heritage assets from inappropriate development that would cause harm to their

significances.

Policy EN8 of the Adopted Local Plan states that proposals affecting a heritage asset or its setting will be permitted where they make a positive contribution to the character and local distinctiveness through high quality new design that responds to its context, are accompanied by a satisfactory Heritage Statement that fully explains the impact of the proposal on the significance of the heritage asset and sustain, conserve and, where appropriate enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment. Proposals involving the total or substantial loss of a heritage asset or the loss of the elements that contribute to its significance will be refused. Proposals will only be granted in exceptional circumstances where they can be clearly and convincingly justified in accordance with national planning guidance on heritage assets.

One of the core principles of the Framework is to “conserve heritage assets in a manner appropriate to their significance”. Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation. It goes on to point out that significance can be harmed or lost through development within its setting.

Paragraph 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 199 states that Local Planning Authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact.

Designated heritage assets

The application is accompanied by a Heritage Statement. Two listed structures are situated opposite to the vehicular access to the site, to the west of Garstang Road, they are a Grade II listed Milestone, and the Grade II listed Garstang Road Gate Lodge and gateway. Two conservation areas, Harris Children’s Home Conservation Area and Fulwood Conservation Area, are situated to the west and south of the site respectively.

It is proposed to retain the large, extended part of the existing Jeanne Jugan Residence building on the site. As identified within the Design and layout section of this report, the retention of the building would screen significant parts of the front of the proposed modern healthcare building, which is to be set to the east of the site. Furthermore, it is proposed to retain the groupings of mature trees to the front of the site adjacent to Garstang Road, which provides dense coverage. Considering this, it is considered that the proposed development would not cause harm to the identified listed structures or Harris Children’s Home Conservation Area, given they would be largely screened and not visible within the same context.

It is not considered that the proposed development would cause harm to the Fulwood Conservation Area, considering the presence of the playing field serving Corpus Christi Catholic Sports College separating the site from the conservation area, acting as a substantial buffer of over 110m. Furthermore, the southern elevation of the building facing the conservation area would be viewed in a similar context to the modern buildings which serve the aforementioned secondary school.

The Council has had special regard to the desirability of preserving the setting of the designated heritage assets, and it is considered that the development would not cause harm to them.

Non-designated heritage assets

The main building on the site consists of the existing Jeanne Jugan Residence building. The site has been operated by the Little Sisters of the Poor, a Catholic Order devoted to the care of the elderly, for over 135 years.

It was initially proposed during pre-application discussions to demolish the existing building and redevelop the whole site. Although the building is not a listed structure, it clearly has visual merit and is of great value locally, and therefore the preference of the Council was to ensure its retention, in whole or at least in part. The original building, Springfield House, was constructed in 1868, consisting of landscaped grounds with an associated stable block and other ancillary buildings to the east. In 1912, Springfield House was extended to the west which now forms the Residence building. The extension was attached to the former Springfield House with Pavilion Plan with two wings projecting either side of a central structure, and this was an important design feature of hospitals from the late 1860's. The 1912 extension was a purpose-built welfare building, specifically for elderly care. The main building remains in a good condition, with well-maintained masonry, slate roof, timber sliding sashes and rain goods. All elements of the building are constructed in red brick with some architectural detailing around the window and door features.

The applicant has noted the strong sense of verticality and horizontality within the existing Jeanne Jugan building in considering the fenestration. The proposed healthcare building would particularly include an element of verticality within the fenestration to the front and rear, with varying openings running from the upper floors to ground floor, in a modern fashion.

The front of the building to be situated opposite the Jeanne Jugan building would include a consistent fenestration design, particularly at upper floors, with each window separated vertically via a clad section, and grey clad surrounds adding interest to each pair of openings. This creates an interesting but uniform appearance opposite the existing building which, although of an obviously different era and build style, reflects some elements of design thought. The remaining section of the frontage to the south would include a large glazed entrance area, and beyond this a projecting section which would include a combination of clad openings to the upper floor, glazing to the first and ground floor and a canopy area. Visible within this area of the building would be glazing, brickwork and lighter render finish. It is considered that this projecting section of the building would be the part most visible from public vantage points, primarily Garstang Road to the front of the site. This section does not attempt to compete with the design style or finish of the existing building, and appears appropriate visually.

The proposed development has caused harm to the undesignated heritage asset through demolition of the original section of the building, Springfield House, and associated outbuildings. However, although this is regrettable, the significance of the asset was not considered particularly high. The retention of the large, extended part of the building is considered of benefit, especially considering this is the predominant structure when viewed from main public vantage points into the site, along Garstang Road. The retention of this main section of the building, and the benefits of providing a new healthcare facility, are considered to weigh significantly in favour of the proposed development, against the loss of the original section of the building and the outbuilding. The loss thereby is not considered detrimental. As per the requirements of Paragraph 197 of the Framework, the Council has therefore provided a balanced judgement having regard to the scale of any harm or loss.

Archaeology

The County Archaeology Service consider that the proposed development has the potential to impact a number of features of historic interest, and would therefore recommend that a building record be made of any buildings on site which pre-date 1912. Further, it is considered there remains a potential for the proposed development to encounter buried remains associated with the line of a former Roman Road. Conditions securing a programme of archaeological work and building recording are therefore recommended.

Heritage assets conclusion

In conclusion, the Council has had special regard to the desirability of preserving the identified designated heritage assets and their setting, as required under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and has provided a balanced judgement considering the setting of non-designated heritage assets. Conditions recommending further archaeological investigations and building recording are recommended, subject to this it is therefore considered that the application accords with Policy 16 of the Core Strategy, Policy EN8 of the Adopted Local Plan and the Framework.

Design and layout

Policy 17 of the adopted Core Strategy states the design of new buildings will be expected to take account of the character and appearance of the local area in terms of siting, layout, massing, scale, design, materials, building to plot ratio, and landscaping.

Policy EN9 of the adopted Preston Local Plan states that all new development proposals should be designed with regard to the principles set out and explained in the Central Lancashire Design Guide SPD, which are movement, legibility; mix of uses and tenures, adaptability, and resilience; resources and efficiency; architecture and townscape. The policy states applications will be approved where they accord with the Design SPD, Core Strategy and National policy; make a positive contribution to the character and local distinctiveness of the area; and are accompanied by a satisfactory Design and Access Statement that fully explains and justifies the design approach for the scheme. Policy AD1(a) of the Preston Local Plan states that development within (or in close proximity to) the existing residential area will be permitted provided that it meets with a set of criteria, including sensitive design and scale of development.

Policy EN3 states that all development proposals will where necessary provide appropriate landscape enhancements.

Central Lancashire Supplementary Planning Document 5: Design Guide stresses the importance of good design, and seeks to ensure that new development is to a high standard, and sets out the design principles and aspects of good design, including amount, layout, scale, landscaping, appearance and access. There is a focus on a clear and robust design concept that is based on a response to the site and its context.

The National Planning Policy Framework and the National Planning Practice Guidance state that good design is a key aspect of sustainable development and that new development should contribute positively to making places better for people. The Framework sets out the importance of securing a high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

The site primarily consists of the existing Jeanne Jugan Residence building, which dominates the site when viewed from the frontage along Garstang Road, measuring four storeys in height, including the basement. The building is a dominating structure, constructed in red brick with a strong pitched roof design. Five outbuildings were previously situated within the grounds, but have since been demolished, and these were primarily to the rear of the main building.

The proposed new healthcare building would be set to the rear of the site, behind the existing Jeanne Jugan residence block. The proposed building would measure three storeys in height, and would include a flat roof design. It would consist of a primarily rendered and clad sections, with brick columns particularly to the edges of the building. Entrance and access areas would include large glazed sections with clad surrounds. The building would be arranged in an L-shaped design, with the part projecting forward of the main structure to include a rendered and glazed section, with glazing at ground and first floors separated by a canopy. The applicant has stated they would intend to utilise combinations of brickwork, steel cladding and glazed curtain walling in the construction of the building, which would appear as acceptable for a modern structure, however the final details of these materials would be subject to a recommended condition, in order to establish whether they are appropriate.

Given the proposed building would be largely screened from Garstang Road considering the height and scale of the existing building which would remain, it is considered that the proposed building would appear acceptable visually, and would not seek to compete with or harm the character of the established street scene along the east of Garstang Road. The building would be viewed in a similar context to the school building beyond the east of the site, and would appear appropriate.

Although many of the trees and landscaping to the northern, southern and eastern boundaries have recently been removed, and further detail is provided within the Ecology and Trees section of this report, mature trees remain in place to the front of the site along the boundary with Garstang Road. These provide significant screening between the site and the main public vantage points, which would further screen the proposed building and proposed car parking and access areas. The car park and access would be laid out in a functional manner, however is considered to be acceptable visually in order to support a development of this size and scale. The application would not conflict with the above policies, and the visual amenity and layout of the site is considered to be acceptable.

Impact on residential amenity

Policy 17 of the Core Strategy and Policy EN9 of the Adopted Local Plan state that the design of new buildings will be expected to take account of the character and appearance of the local area, being sympathetic to surrounding land uses and occupiers and avoiding demonstrable harm to the amenities of the local area. Policy AD1(a) of the Preston Local Plan states that development within (or in close proximity to) the existing residential area will be permitted provided that it meets with a set of criteria, including no adverse impacts upon residential amenity. The Framework seeks to ensure a good standard of amenity for all existing and future occupants of land and buildings.

A Noise Impact Assessment has been submitted in order to establish what measures, if any, are required to mitigate against future noise upon surrounding uses and upon the future operations. The assessment recommends measures in order to mitigate against noise levels within the proposed building from surrounding operations including the highway and secondary school adjacent to the site. General noise arising from the proposed operations is predicted to have an increase of 1dB over the current situation, which is considered as a minor adverse impact. The Council's Environmental Health officers have raised no objections to the submitted assessment and have recommended that any mitigation measures are implemented, which can be secured by condition. Environmental Health Officers further recommend a condition restricting the noise levels of external plant equipment to levels recommended within the submitted Noise Impact Assessment.

The application seeks retrospective approval for the demolition of outbuildings on the site, particularly along the northern boundary adjacent to residential properties along Hall Road, and no. 230 Garstang Road. Following revisions to the proposed site layout, the northern side elevation of the proposed healthcare facility building would be situated at least 10.5m from the boundary with neighbouring properties along Hall Road. Given the chamfered edge design of this elevation, the building would at most points be situated a greater distance than this from the boundaries. Those properties along the relevant section of Hall Road benefit from generous rear garden areas, and a distance of over 30.0m would be maintained between the northern side elevation of the building and the rear elevations of those residential properties. It is considered that adequate distance between the proposed building and surrounding residential properties would be maintained in order to avoid an overbearing impact or privacy concerns upon those occupiers.

The site surrounding the existing and proposed buildings would be subject to redevelopment as a car park and vehicle and pedestrian accesses. The demolition of the outbuildings along the northern boundary of the site has exposed those residential properties which border the site (along Hall Road and no. 230 Garstang Road). As a result the occupiers of these neighbouring dwellings may experience noise and disturbance from increased vehicle and pedestrian movements, and comings and goings associated with the operations of the proposed healthcare facility and the continued operations of a residential care facility. As such Environmental Health officers consider that limiting opening hours and servicing hours between 08:00 and 20:00 hours would be appropriate, given that surrounding residents would reasonably expect a degree of lesser noise and disturbance during evening and night time hours. It is considered appropriate to permit opening up to 22:00 hours for the on-site pharmacy, given this would likely generate significantly less traffic and movements than the wider operations proposed. It is noted that the car parking

and access proposed would be located close to neighbouring properties, particularly those spaces proposed close to the northern boundary adjacent to properties along Hall Road and no. 230 Garstang Road. These spaces would be separated from those properties by a landscaped buffer containing planting and trees, and the submitted plans indicate that existing boundary treatments would remain in place.

It is considered that with the recommended conditions and proposed landscaping the amenity of the occupiers of surrounding residential properties would be sufficiently protected and residents would not experience significant or unacceptable noise and disturbance. The site would not be open or serviced beyond 20:00 hours, preventing disturbance during anti-social hours, with the exception of the pharmacy which would be permitted to remain open until 22:00 hours. A further condition is recommended which would require details of any lighting to be submitted to the Council prior to installation, in order to prevent any external lighting having an undue impact upon the neighbour amenity. In light of the above, it is considered that the proposed development would be acceptable with regards to residential amenity and therefore complies with Policy 17 of the Core Strategy and the Framework.

Traffic and Highway Safety

Core Strategy Policy 2 states that the Local Planning Authority will work with infrastructure providers to establish works that will arise from or be made worse by development proposals. It further states that the Local Planning Authority will set broad priorities on the provision of the infrastructure to ensure that it is delivered in line with future growth. Core Strategy Policy 3 outlines a number of measures which are considered to constitute the best approach to planning for travel. These include reducing the need to travel, improving pedestrian facilities, improving opportunities for cycling, improving public transport, enabling travellers to change their mode of travel on trips, encouraging car sharing, managing car use and improving the road network.

Policy ST2 of the Adopted Local Plan requires development proposals to demonstrate that the efficient and convenient movement of all highway users and corridors which could be developed as future transport routes are not prejudiced, that existing pedestrian, cycle and equestrian routes are protected and extended; the needs of disabled people are fully provided for; appropriate provision is made for vehicular access, off-street servicing, vehicle parking and public transport services; and that appropriate measures are included for road safety and to facilitate access on foot and by bicycle. Adopted Local Plan Policy ST1 requires new development proposals to provide car parking and servicing space in accordance with the parking standards contained within the Appendix B to the Adopted Local Plan.

Paragraph 109 of the Framework states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The application is accompanied by a Transport Assessment which concludes the proposed development should not have a material impact in terms of highway operation and safety. County Highways have stated that the data utilised for trip generation rates is not considered unreasonable, and note that the transfer of existing GP practices into the facility would reassign some existing vehicle trips. County Highways consider that whilst traffic in

the immediate vicinity would be increased as a result of the development, it is not considered that this would unduly impact upon the wider highway network, given many of these vehicle movements would be taking place in any case. County Highways consider that the proposed site accesses would have sufficient capacity for the proposed increase in the number of users of the site. The proposals include a new pedestrian refuge on the adjacent A6, with a right turn lane, which it is considered would improve highway safety.

County Highways consider the site lies within a sustainable location, with bus stops situated close to the site and a cycle lane running alongside the A6. The level of car parking provision proposed is below the maximum standards set out within the Local Plan Parking Standards, however given the sustainable location of the site and provision of alternative methods of transport to the private car, it is considered that the level of parking provision is acceptable.

County Highways have recommended that the altered site access details, including right turn facility off Garstang Road mentioned above, be submitted to the Local Planning Authority and be completed prior to first occupation. Further, it is recommended that the on-site parking and servicing areas be provided prior to first occupation. It is also recommended that during construction works, wheel cleaning facilities be provided in order to prevent debris on the highway. A set of conditions to address these issues are therefore recommended. In light of the above and subject to the imposition of the recommended conditions, it is considered that the proposal complies with Policy 3 of the Adopted Core Strategy, Policies ST1 and ST2 of the Adopted Local Plan and the Framework.

Trees

Policy 18 of the Core Strategy seeks to manage and improve environmental resources through a Green Infrastructure approach, which includes securing mitigation measures and/or compensatory measures where development would lead to the loss of, or damage to, part of the Green Infrastructure network. Paragraph 170 of the Framework states that planning policies and decisions should, amongst other things, contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity.

The application is accompanied by an Arboricultural Report which details which trees are to be retained and protected during development, as well as which trees are required to be removed. The Council's Arborist considers that those trees already felled were of limited amenity value, given their location toward the rear of the site. Those trees of higher amenity value and condition are situated toward the front of the site, close to the boundary with Garstang Road. The Arborist notes that these trees are to be retained, which would allow effective screening of the site, and would maintain the dense tree coverage which is commonplace along frontages to both the east and west sides of Garstang Road. The Arborist notes that the submitted Tree Protection Plan outlines protection measures for those trees to the front of the site, in order to protect them from damage whilst works are carried out. A condition is recommended to ensure the protection measures are implemented as proposed. The Arborist further notes that the landscape plans positively proposes some replacement trees throughout the site, in order to compensate for the loss of trees which have been felled.

The Council's Landscape Architect notes the proposed soft landscaping to the northern and south eastern boundary of the site, which is welcomed. However, the Landscape Architect also notes the reduction of soft landscaping to the south western area of the site, which appears lacking. It is considered that this area of the site would act as a key view of the proposed building from Garstang Road, and therefore it is important that effective landscaping is introduced to this area in addition. A condition is therefore recommended in order that a full landscaping scheme is submitted should the application be approved. Subject to these conditions it is considered the proposed landscaping details are considered satisfactory and comply with the above policies and the Framework.

Ecology

Policy 22 of the Core Strategy seeks to protect and find opportunities to enhance and manage the biological and geological assets of the area through certain measures, such as promoting the conservation and enhancement of biological diversity, having particular regard to the favourable condition, restoration and re-establishment of priority species and species populations; and seeking opportunities to conserve, enhance and expand ecological networks.

Policy EN10 of the Adopted Local Plan seeks to protect, conserve, restore and enhance biodiversity and ecological network resources in Preston. Policy EN11 states planning permission will not be granted for development which would have an adverse effect on a protected species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a protected species planning conditions or agreement will be used to mitigate the impact. Paragraph 175 of the Framework states that when determining applications, local planning authorities should aim to conserve and enhance biodiversity by applying a number of principles.

As initially submitted, the application was accompanied by a Preliminary Ecological Appraisal. Greater Manchester Ecology Unit (GMEU) note that no evidence of badgers was found on site, however dense scrub could not be properly assessed, and the searches did identify a badger population within the general area. A further survey prior to earthworks is therefore considered necessary, and a condition to secure such a survey is recommended. GMEU note that two invasive species (rhododendron and cotoneaster) were recorded on site, and a condition is recommended to ensure the eradication, control and avoidance measures for these species.

GMEU further note that the proposals would involve the loss of trees and shrubs, potentially affecting nesting birds, and although some trees have already been removed on the site, a condition is recommended to ensure further trees are not removed during the bird nesting season without adequate assessment for nesting birds. GMEU note that the loss of these trees and shrubs would affect ecology and wildlife, and therefore a condition is recommended to ensure wildlife enhancement measures take place.

GMEU initially considered that possible evidence of bats was found, and all but one building on the site was assessed as requiring further bat emergence surveys. These surveys have since been carried out and reviewed by GMEU, who note no evidence of bat roosts, and only low levels of bat activity. It is therefore considered that the buildings are of low risk for bats, and an informative is recommended which would remind the applicant of their responsibility regarding this protected species. Subject to the above recommended

conditions, it is considered that the ecological matters have been adequately addressed, according with the above policies and the Framework.

Ground conditions

Core Strategy Policy 17 and Local Plan Policy EN7 state that proposals should ensure that contaminated land and other risks are considered and addressed through appropriate remediation and mitigation measures. The Framework states that where a site is affected by contamination, responsibility for securing a safe development rests with the developer/landowner. The National Planning Practice Guidance (NPPG) also states that local authorities should use conditions to secure the adequate remediation of contaminated land.

The Council's Environmental Health officers have recommended a Phase 1 preliminary risk assessment be carried out, in order to identify all previous uses and contaminants on the site which can be secured by condition. Following the results of this survey, a phase II survey, followed by method statement and remediation strategy if necessary, should be submitted for approval. A validation report would furthermore be required to provide verification of the works undertaken. Furthermore, Environmental Health officers note that any asbestos found on site should be effectively removed, and these details would be required to be submitted as part of the recommended Construction Environmental Management Plan, which is subject to a separate condition. Subject to the above recommended conditions, it is considered that the application accords with the above policies, and is acceptable in this regard.

Flood risk and drainage

Core Strategy Policy 29 seeks to improve water quality, water management and reduce the risk of flooding. The Framework states that when determining planning applications, Local Planning Authorities should ensure flood risk is not increased elsewhere.

The site is situated in Flood Zone 1 (low probability of river flooding i.e. less than a 1 in 1000 annual probability) where there is a low risk of flooding. The Lead Local Flood Authority have raised no objections subject to conditions requiring a surface water drainage scheme, no occupation of the development until completion of a sustainable drainage scheme and a management and maintenance plan, and a surface water lifetime management and maintenance plan. An informative is recommended to advise that consent is not necessarily granted to connect to the sewer system.

United Utilities have stated that they do not agree with the proposed rates of discharge contained within the FRA nor the conclusion that surface water should drain directly to the combined public sewer. United Utilities recommend that given the scale of the proposed development and the long term cost of site area charging that would be applied to the site, it would be more beneficial to the applicant to drain all surface water from the site directly to a watercourse, of which there are two located within close proximity. United Utilities do not object to the application or the submitted information, and recommend conditions requiring submission of a surface water drainage scheme, and foul and surface water to be drained on separate systems. As such, the proposal would comply with the above policies and the Framework.

	<p><u>Crime prevention</u></p> <p>Policy 26 of the Adopted Core Strategy states that development should plan for reduced levels of crime and improved community safety by encouraging the inclusion of Secured by Design principles in new developments.</p> <p>The applicant has submitted a Crime Impact Statement with their application, which demonstrates how the development will reduce the potential for criminal and antisocial behaviour. The Designing Out Crime Officer has appraised the development layout, and provided a series of recommendations in relation to how the development is fitted out and operate, which are considered to go beyond the scope of planning. As such it is considered appropriate to add an informative to any permission, which recommends that development is constructed in accordance with the recommendations provided by the Designing Out Crime Officer. In light of this, it is considered that the application complies with Policy 26 of the Adopted Core Strategy.</p> <p><u>Energy efficiency</u></p> <p>Core Strategy Policy 27 requires all new buildings (other than dwellings) to meet minimum energy standards of 'Very Good', or where possible, in urban areas, 'Excellent' according to the Building Research Establishment's Environmental Assessment Method (BREEAM).</p> <p>A submitted pre-assessment document of the BREEAM standards relating to the proposed development indicates a target to achieve a 'Very Good' efficiency rating. A condition would be necessary to secure this as far as it would achieve an energy efficiency rating of at least 'Very Good'. With this provision, the proposal would comply with the objectives of the above Policy and the Framework.</p> <p><u>Waste</u></p> <p>The National Planning Policy for Waste states that proposals should make sufficient provision for waste management and promote good design to secure the integration of waste management facilities with the rest of the development. It suggests that this should provide for the discrete provision of bins.</p> <p>As originally submitted, the Council's Waste Management officers raised concerns that, based on the submitted detail, it was unclear if refuse vehicles would be able to access required areas of the site. A revised Waste Management Plan has been submitted to address the concerns raised and Waste Management now raise no objections to the proposed scheme. As such, it is considered the proposal complies with the National Planning Policy for Waste.</p>
3.7	Value Added to the Development
	<p>Amended plans have been submitted to address concerns regarding the design and layout of the proposed development. Bat surveys were also submitted at the request of GMEU which are considered acceptable.</p>
3.8	Conclusions
	<p>Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be in accordance with the plan unless material considerations indicate otherwise. Statutory consultee comments and representations have</p>

	<p>been received, which have been carefully considered and taken into account. This development would be located on a site situated within the existing residential area, and the existing residential care facility on site would remain in use. The existing green infrastructure which forms part of the site is considered surplus to requirements and redevelopment of the site is considered acceptable. The proposed facility would support existing healthcare provision throughout the city, and would improve primary care access and facilities. The site is situated in a sustainable location with good public transport links to the City Centre and surrounding areas. There would be no unacceptable detrimental impacts on visual amenity, heritage assets, residential amenity and traffic and highway safety. The ecological conditions, ground conditions and flood risk conditions of the site as a result of the proposed development can be protected and managed by conditions. Furthermore the proposed development would be energy efficient. Subject to the recommended conditions addressing those matters in paragraph 2.1, the proposed development accords with the provisions of the development plan and there are no material considerations which outweigh this finding. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act the application is recommended for approval.</p>
3.9	Recommendation
	Approval with conditions with conditions to address the matters in paragraph 2.1.