

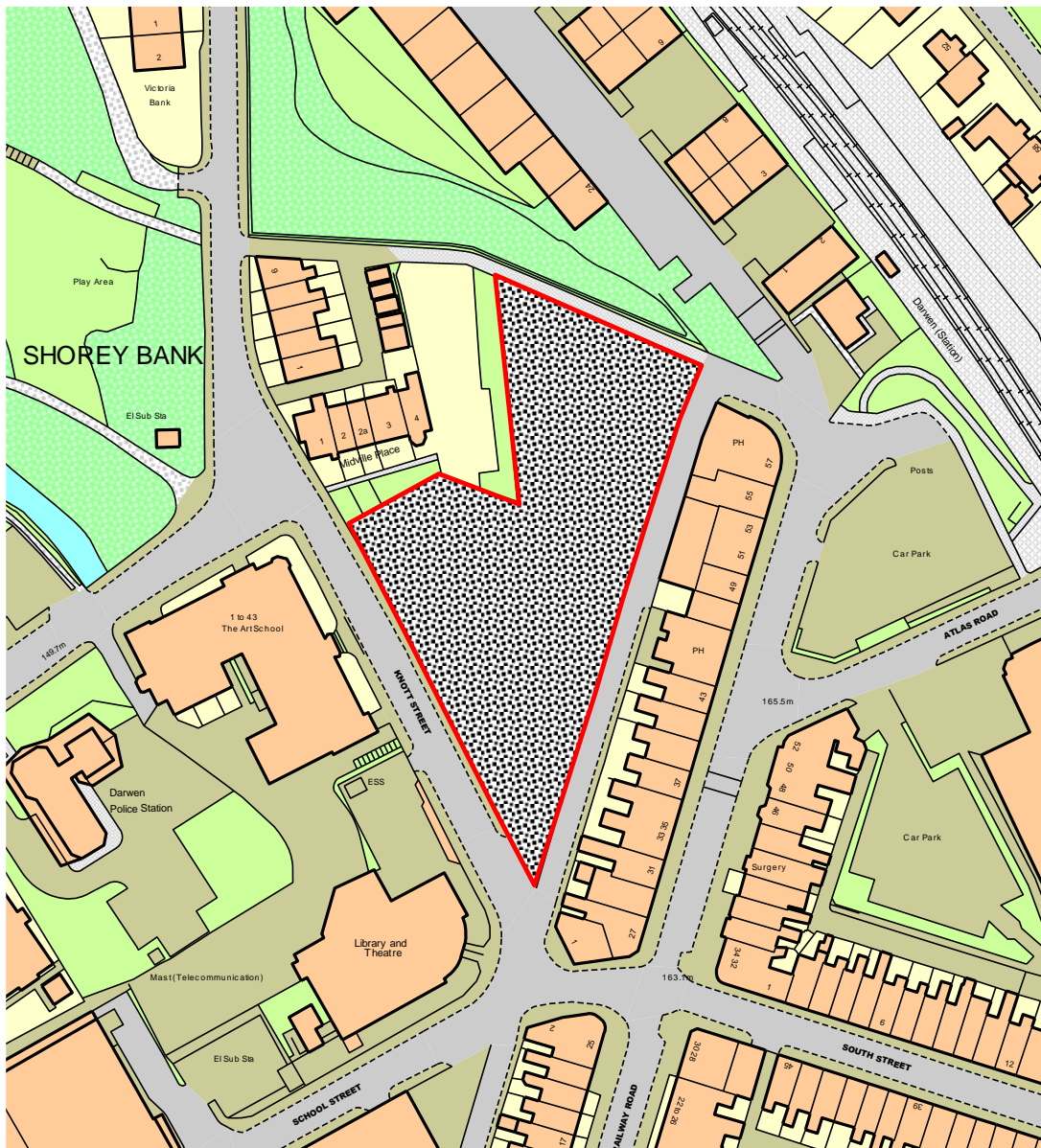
Proposed Development: Erection of 2 no. side extensions to provide stair towers up to a new floor level above the existing ground floor, and 1 no. front extension to provide a main entrance, alongside internal reconfigurations, as well as the relocation of the existing MUGA, vehicular parking alterations and landscaping works

Site Address: Darwen Youth Centre, Knott Street, Darwen, BB3 3BU

Applicant: Blackburn with Darwen Borough Council

Ward: Darwen East

**Councillor Katrina Feilding
Councillor Matt Gibson
Councillor Martin McCaughran**



1.0 SUMMARY OF RECOMMENDATION

- 1.1 The proposed development is recommended to be granted planning permission, subject to the conditions detailed in Section 5.

2.0 KEY ISSUES/SUMMARY OF PLANNING BALANCE

- 2.1 This application is presented to the Planning and Highways Committee, in accordance with the Council's Constitution, and given that the application has been made on behalf of the Council.
- 2.2 The proposed development has been publicised through letters to residents and occupants of the nearest 90 adjacent properties on 3rd October 2023. In addition, 2 site notices were displayed on 17th October 2023. No public comments have been received for the application so far. Should any comments be received ahead of the meeting they will be presented as part of a committee update report.
- 2.3 The Council's development plan supports new community developments and associated works, provided they constitute sustainable development and accord with the development plan when taken as a whole.
- 2.4 The proposed development involves various works to the existing youth centre to improve and expand its facilities. The development is being funded through the Government's Youth Investment Fund (YIF). Two side extensions are proposed to provide stair towers up to a new first floor level above the existing ground floor. A front extension is proposed to provide a new main entrance. The existing Multi Use Games Area (MUGA) would be relocated. Vehicular parking alterations and landscaping works are proposed throughout the site. Internal reconfigurations are also proposed to facilitate the development.
- 2.5 On balance, the proposals would be satisfactory from a technical point of view, with all issues having been addressed through the application process, or capable of being controlled or mitigated through appropriately worded planning conditions.
- 2.6 The key issues to be addressed in determining this application are as follows;
- Principle of development
 - Design and visual amenity
 - Heritage assets
 - Residential amenity
 - Highways and parking
 - Ecology and biodiversity net gains
 - Land contamination
 - Flood risk and drainage
 - Coal Mining

3.0 RATIONALE

3.1 Site and Surroundings

- 3.1.1 The application site is a single-storey youth centre and associated grounds, which are positioned within the settlement of Darwen and immediately adjacent to the Darwen Town Centre boundary and the Darwen Town Centre Conservation Area. Darwen Library Theatre is positioned to southwest, which is a Grade II listed building. The north and south edge of the site are identified as a high risk area for former coal mine workings. A small part of the site is also in a medium risk area for surface water flooding.
- 3.1.2 The existing youth centre currently provides a number of uses, which include a main recreational hall, green room, pool room and coffee bar. A number of supporting facilities are also contained within, which include an office, kitchen area, toilets and storage rooms. The building has been constructed in a utilitarian style and features buff brick faced elevations and a flat roof. It has been fitted with white uPVC doors and windows.
- 3.1.3 The wider site has an area of circa 1.3 acres. It comprises of landscaped areas to the south and west of the youth centre building. A MUGA and carpark are positioned to the north. Both vehicle and pedestrian access is gained to the south from Knott Street. Mixed-use buildings are positioned to south and east with residential buildings positioned to the north and west.

Figure One – Location Plan and Satellite Image



3.2 Proposed Development

- 3.2.1 As detailed above, the proposed development involves various works to the existing youth centre to improve and expand its facilities. Two side extensions are proposed to provide stair towers up to a new first floor level above the existing ground floor. A front extension is proposed to provide a new main entrance. The existing MUGA would be relocated. Vehicular parking alterations

and landscaping works are proposed throughout the site. Internal reconfigurations are also proposed to facilitate the development.

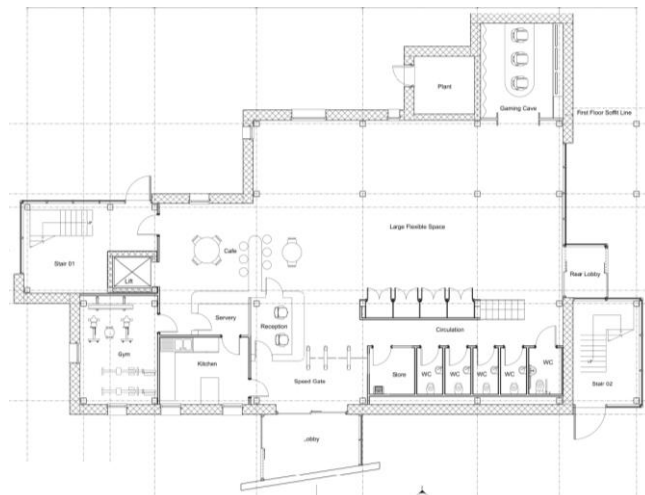
3.2.2 Once modified, the youth centre would have a gross internal floorspace of 662 square metres. 375 square metres would be added. It would have a sequence of three pitched roofs, which would be fitted with solar panels and rooflights. An access hatch and gantry staircase would also be installed for maintenance purposes. Oxidized copper cladding would be used to externally finish the first-floor level and roof. Charcoal grey bonded brick tiles would be used for the ground floor level. Any doors and windows to be installed would have grey aluminium frames.

Figure Two – Artist’s Impression (ariel view)



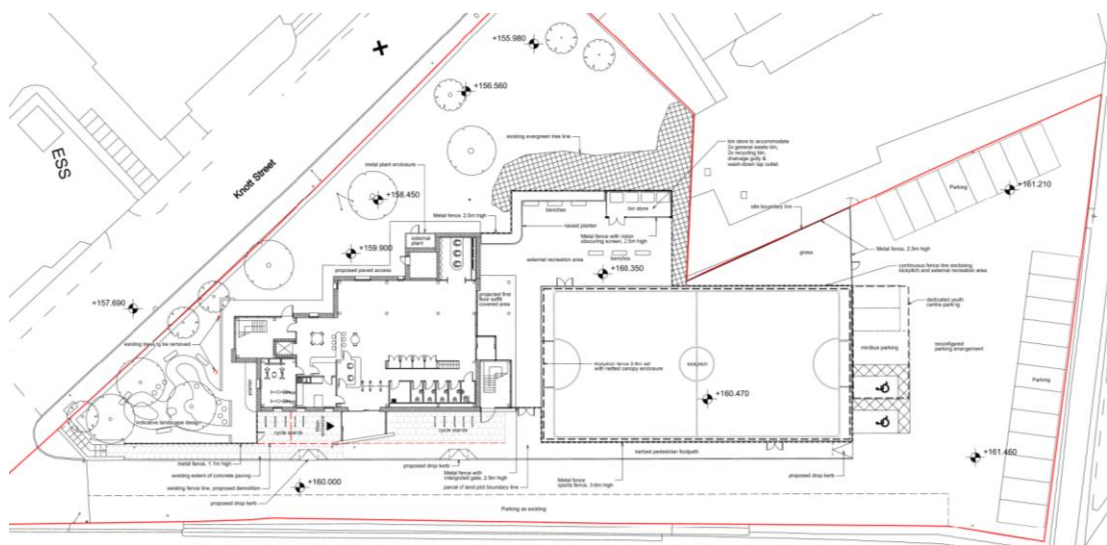
3.2.3 Internally, a large flexible area, gym, café, gaming cave and supporting uses would be provided on the ground floor. A new lobby area would also be formed with a controlled gating system utilised to regulate access. On the first floor, an office, recording studio, DJ skills room, meeting rooms, wellbeing space, creative workshop and further supporting uses would all be provided.

Figure Three – Proposed Ground Floor Plan

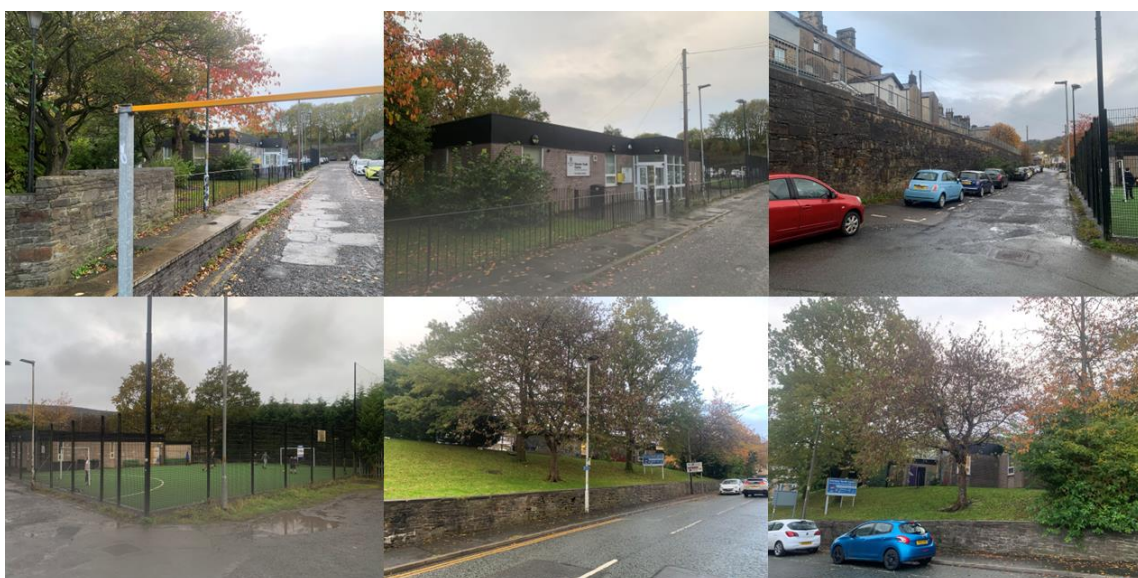


3.2.4 With the grounds, the existing carpark would be resurfaced and marked out. 20 formalised spaces would be provided together with a mobility impaired space. A similar number would be provided on the access road in tandem formation. 4 further spaces would be provided specifically for the youth centre, which include a wider bay for a minibus. A new MUGA would be formed to the north of the youth centre. It would be enclosed by a 3.6m high sports fence. Various other new boundary treatments are also proposed for security and safeguarding purposes. A paved area and cycle stands would be provided around the new main entrance point. A further external recreational area would be formed to the northwest of the youth centre complete with benches and an enclosed bin store. Soft landscaping would also be implemented to the south and west of the building.

Figure Four – Proposed Site Plan



3.3 Case Officer Site Photos



3.4 Development Plan

3.4.1 Local Plan 2021-2037 (adopted 25th January 2024)

Core Policies

- Policy CP2: The Spatial Approach
- Policy CP6: The Natural Environment
- Policy CP7: The Historic Environment
- Policy CP8: Securing High Quality and Inclusive Design

Development Management Policies

- Policy DM02: Protecting Living and Working Environments
- Policy DM13: Flooding/SuDS
- Policy DM15: Protecting and Enhancement of Wildlife Habitats
- Policy DM17: Trees and Woodland
- Policy DM26: Heritage Assets
- Policy DM27: Design in New Developments
- Policy DM29: Transport and Accessibility

4.0 ASSESSMENT

4.1 Principle of Development

4.1.1 As detailed above, the site is located within the defined urban boundary. Policy CP2 states that the majority of new development over the plan period will be in the urban areas of Blackburn and Darwen. Moreover, the proposals would be appropriate in scale, and they would support the existing population and services. It should also be noted that BwD Children's Services and supportive of the proposals. The principle of development is therefore acceptable, in accordance with Policy CP2.

4.2 Design and Visual Amenity

4.2.1 The site is a community building that provides a limited contribution to the aesthetical character of the locality. Policy CP8 states that the Council will require all new development to be of a high standard of design. Furthermore, Policy DM27 states that all development shall achieve a high quality, sustainable design consistent with several pre-defined characteristics. Regarding trees and landscaping, those requirements are underpinned by Policy DM17.

4.2.2 The proposals have been subject to extensive pre-application discussions and their design was deemed to be acceptable through that process. The modified youth centre would form a statement piece of architecture, which would be an asset to the town. Steep pitched roofs have been introduced to emulate the style of the mill buildings that were previously synonymous with Darwen, thereby providing additional visual interest. Moreover, the form and scale of the

modified building would be visually appropriate when the highly varied character of the streetscene is taken into account.

- 4.2.3 The external works proposed predominantly involve reconfiguring what is already there. Tall fencing is proposed in areas, yet such installations would not appear materially out of place in the broader context of the development. A number of visual enhancements are also proposed in the form of new surfacing treatments and soft landscaping works.
- 4.2.4 Conditions are recommended to control the quality and finish of the external construction materials to be used, to agree a landscaping scheme and to ensure tree protection fencing is erected throughout the construction phase of the development. Such conditions are necessary in order to ensure a satisfactory form of development is achieved and to prevent damage to retained trees. The BwD Arboricultural Advisor is also supportive of such an approach. Subject to compliance with those conditions, the proposed development would be acceptable with reference to design and visual amenity, in accordance with the relevant requirements of Policies CP8, DM17 and DM27.

4.3 Heritage Assets

- 4.3.1 The site is positioned adjacent to a conservation area and listed building, as detailed above. Policy CP7 states that the Council will support proposals that positively conserve, and where appropriate, enhance Blackburn and Darwen's Historic Environment and heritage assets, including their setting. Furthermore, Policy DM26 states that the Council will support proposals which conserve or, where appropriate, enhance the historic environment. A Heritage Statement has been submitted in support of the application.
- 4.3.2 The BwD Heritage Advisor has reviewed the submitted Statement and the merits of the application as a whole. No objections have been raised. The site lies immediately outside of the Darwen Town Centre Conservation Area, wedged between its northern boundaries. This commercial part of the conservation area forms its core. The heart of the conservation area is dominated by late 19th century Victorian and Edwardian buildings, which are mostly banks and public houses. Whilst the site lies outside of the boundary of the conservation area, it is still viewed within the same context as the period stone-built properties that lie within and form part of its character and appearance. Nevertheless, the existing site does not contribute positively to the setting of the conservation area and is of neutral historical value.
- 4.3.3 The proposals are overtly contemporary in their design. They would be a stark contrast and at odds with the character and appearance of the conservation area. That said, there is already a modern building in its place, which is out of context with the conservation area. Whilst the proposed design is contemporary, it will be a visual improvement when compared with the existing structure. Furthermore, since pre-application advice was sought, some of the trees along the western boundary at the site's southern point are being retained, providing a slightly more screened view, whilst still allowing for some of the proposed new building to be viewed. Therefore, any harm to the contribution

made by the setting to the character or appearance of the conservation area as a result of the proposals would be negligible.

- 4.3.4 Regarding impacts on the adjacent listed building, the library building itself, particularly the principal elevation is an attractive period building, described in the listing as a striking and well-designed civic building, executed to a high standard and demonstrating high standards of craftsmanship. In contrast, the modified youth centre would be modern and clearly identified as a new addition to the streetscene. There are some modern buildings around the library, yet those lie away from the principal elevation and are not viewed in the same context. The library entrance is a focal point at the junction of Knott Street and School Street, and the proposals would be a stark contrast and at odds with the striking principal elevation of the library, thereby competing with how the view of the listed building is experienced within its immediate setting.
- 4.3.5 The submission documents identify the removal of some of the trees as essential to increase the visibility of the Centre and make it more inviting to potential users. The statutory duty under section 66(1) of the P(LBCA) Act 1990 is to preserve the special character of heritage assets, including their setting. That said, there is already some existing intervisibility from the listed building to the existing modern building, particularly through the autumn and winter months when there is less foliage to provide screening. The proposals now include the retention of some of the boundary trees on the western boundary at its southern corner. As such, in respect of the contribution made by the setting to the significance of the listed building, any harm as a result of the proposals would also be negligible.
- 4.3.6 The previously recommended landscaping and tree protection conditions are also necessary of heritage grounds in order to ensure screening is provided/maintained between the youth centre and the adjacent listed building. Subject to compliance with those conditions, the proposed development would be acceptable with reference to heritage assets, in accordance with the relevant requirements of Policies CP7 and DM26.

4.4 Residential Amenity

- 4.4.1 Residential buildings are positioned to three sides. Safeguarding the amenities of those neighbours is an important material planning consideration. Policy DM02 states that all development proposals must secure a satisfactory level of amenity and safety for surrounding uses and for existing and future occupants or users of the development itself, with reference to noise, vibration, odour, light, dust, other pollution or nuisance, privacy/overlooking, open space provision and the relationship between buildings.
- 4.4.2 A review of the proposals has been undertaken by BwD Public Protection and some initial noise-based reservations were identified. Those concerns were based around some of the first floor uses and the new MUGA. A noise assessment was subsequently requested. However, the site has an existing MUGA and uses such as recording studios could be lawfully operated from within the existing building so long as they relate to its existing use. Those

fallback positions negate the requirement for a noise assessment to be provided. It should also be noted that potential conflict between internal uses should be controlled by the centre managers.

- 4.4.3 Given that the proposals would intensify usage of the site some controls are necessary to safeguard the aural amenities of the immediate neighbours. Conditions are therefore recommended to agree the scope of a soundproofing scheme and to limit the operating hours of both the youth centre and MUGA. Further conditions are recommended to control various aspects of the construction phase in order to limit disruptions for neighbours from that phase.
- 4.4.4 Owing to ample separation the massing of the extended youth centre would not appear overbearing or cause any unacceptable losses of light for the immediate neighbours. Moreover, no adverse losses of privacy would be caused for neighbours when the nature of the site is taken into account.
- 4.4.5 Small kitchen areas are proposed on the ground and first floors. No extraction equipment is detailed on the proposed elevation plans and the cooking operations within those spaces would be very limited. A condition to control cooking odours is not necessary on that basis. That said, a condition is recommended to agree the scope of an external lighting scheme. Such a condition is necessary in order to minimise light pollution for the immediate neighbours. Subject to compliance with those conditions, the proposed development would be acceptable with reference to residential amenity, in accordance with the relevant requirements of Policy DM02.

4.5 Highways and Parking

- 4.5.1 The site is positioned within a town centre location. Short and long stay parking facilities together with regular public transport links are all within walking distance. Policy DM29 states that development will be permitted provided it has been demonstrated that road safety and the safe, efficient and convenient movement of all highway users (including bus passengers, refuse collection vehicles, the emergency services, cyclists and pedestrians) is not prejudiced. Appropriate provision must also be made for vehicle access and off-street servicing and parking. A Transport Note has been submitted in support of the application.
- 4.5.2 BwD Highways have reviewed the submitted Note and the merits of the application as a whole. No objections have been raised yet a number of reservations have been identified. The height barrier is detailed as retained on the submitted plans and no gates are proposed as part of the existing access point. There are no changes proposed to the existing access point and additional information regarding visibility splays is not necessary due to that. Highways improvements have been requested in the form of tactile paving, yet such works are not necessary for extensions to an existing building. That said, a condition is recommended to ensure a level pedestrian access is provided to the building in order to improve accessibility.

- 4.5.3 Regarding vehicle parking, some of the existing public parking bays would be lost to facilitate the development. That said, the loss of those spaces is justified when the wider benefits of the scheme are considered alongside the highly accessible nature of the site. The proposals would also formalise existing parking arrangements, thereby providing further benefits. A number of tandem parking bays are currently in place along the access road to the carpark, which are dedicated for mobility impaired drivers. Those spaces are not DDA compliant, and they are located some distance away from retail facilities in the town centre. That said, their use for standard parking can be continued.
- 4.5.4 An acceptable level of dedicated parking is proposed for staff members and a minibus. The majority of site users would not require parking bays owing to the nature of the end-use. A condition is recommended to ensure those facilities are provided in support of the development. No further details regarding servicing arrangements are required for extensions to an existing building. Moreover, loading and unloading arrangements would not be atypical when compared with the existing use.
- 4.5.5 One of the previously recommended conditions to control the logistics of the construction phase through the submission of a method statement is also necessary on highways grounds in order to minimise highways disruptions from that phase. Subject to compliance with those conditions, the proposed development would be acceptable with reference to highways and parking, in accordance with the relevant requirements of Policy DM29.

4.6 Ecology and Biodiversity Net Gains

- 4.6.1 The site is positioned within an urban location yet mature planting is contained within, which provides a certain level of habitat value. Policy CP6 states that new development will be required to conserve and enhance biodiversity, geodiversity and landscape features ensuring that recognised priority species and habitats are protected, enhanced and supported. A measurable biodiversity net gain of no less than 10% must also be achieved which must be evidenced through the latest recognised metric and preferably delivered on-site. Furthermore, Policy DM15 states that development should be designed to protect and enhance existing habitats and ecological networks, including wildlife corridors and stepping stones. Development should minimise any potential disturbance to species and habitats, for example from site lighting, air pollution, and noise.
- 4.6.2 A Preliminary Bat Roost Assessment and Bat Activity Survey Results Report has been submitted in support of the application. The BwD Ecological Advisor has reviewed the submitted Assessment/Report and the merits of the application as a whole. No objections have been raised. Conditions have been advised to control sources of external lighting and tree protection fencing. It is recommended that both of those conditions are added, as partly detailed above. A further condition is recommended to ensure the development is implemented in accordance with the mitigation measures detailed within the submitted Bat Activity Survey Results Report.

4.6.3 Regarding biodiversity net gain, Policy CP6 requires a measurable uplift of 10% to be achieved. However, this application was submitted a number of months before the introduction of those requirements and the Council is currently in a transitional period. It would be unreasonable to expect the developer to undertake a full biodiversity net gain assessment due to that.

4.6.4 The Ecological Advisor has suggested that an ecological enhancement strategy for the site should be secured via an appropriately worded condition, which is also recommended to be added. Such an approach offers a pragmatic solution to securing biodiversity net gain following the recent adoption of the new Local Plan. Subject to compliance with those conditions, the proposed development would be acceptable with reference to ecology and biodiversity net gains, in accordance with the relevant requirements of Policies CP6 and DM15.

4.7 Land Contamination

4.7.1 The development involves excavations within a public site and land contamination must be assessed on that basis. Further requirements within Policy DM02 aim to ensure that development proposals on previously developed land can be remediated to a standard that provides a safe environment for users of the development whilst also ensuring contamination is not displaced. A Phase 1 Preliminary Risk Assessment has been submitted in support of the application.

4.7.2 BwD Public Protection has reviewed the submitted Assessment and the merits of the application as a whole. No objections have been raised yet they have identified the need for further survey work to be undertaken. Based on those findings it is recommended that the three standard land contamination conditions be added. Subject to compliance with those conditions, the proposed development would be acceptable with reference to land contamination, in accordance with the relevant requirements of Policy DM02.

4.8 Flood Risk and Drainage

4.8.1 The site is positioned entirely within Flood Zone 1 yet a small part of it is at risk to surface water flooding, as detailed above. Policy DM13 states that development will be required to demonstrate that it is safe from all types of flooding and that it will not exacerbate flood risk elsewhere in the Borough. Where appropriate, applications should be supported by a site-specific flood risk assessment. Surface water should be managed as close to its source as possible and drained using a sustainable drainage system (SuDS), unless there is clear evidence that this would be inappropriate, to reduce or have a neutral effect on flood risk, minimise water pollution and enhance biodiversity.

4.8.2 BwD Drainage have reviewed the merits of the application from a flooding perspective and no objections have been raised. The new MUGA is proposed within the small part of the site that is at risk to surface water flooding. However, such a use is a low vulnerability use, and no further assessments are required due to that.

4.8.3 Regarding drainage, United Utilities have requested conditions to be imposed to control foul and surface water drainage and agree a management plan for the system to be installed, which are recommended to be added. Subject to compliance with those conditions, the proposed development would be acceptable with reference to flood risk and drainage, in accordance with the relevant requirements of Policy DM13.

4.9 Coal Mining

4.9.1 Part of the site is within a high-risk area for coal mining activity due to the presence of three mine shafts. For clarity, the constraint only effects the site's north and south edges. Further requirements within DM02 state that in the case of potentially unstable land, a land remediation scheme must be secured. Any development identified as being located in a high-risk area for coal mining activity will be expected to submit a Coal Mining Risk Assessment, which has been provided.

4.9.2 The Coal Authority have reviewed the submitted assessment and a holding objection has been raised. Their concerns predominantly relate to third party land and potential complications in delivering any required amelioration works. However, given that the constraint only effects parts of the site some works can be safely undertaken without causing undue risk to public safety.

4.9.3 The works within the affected areas can be implemented once a suitable strategy has been agreed. There is confidence that this can be secured with the right expertise onboard and additional survey work has been scheduled for late February. Conditions are therefore recommended to control those matters. Subject to compliance with those conditions, the proposed development would be acceptable with reference to coal mining, in accordance with the relevant requirements of Policy DM02.

4.10 Summary

4.10.1 This application contains various works to the existing youth centre to improve and expand its facilities. Two side extensions are proposed to provide stair towers up to a new floor level above the existing ground floor. A front extension is proposed to provide a new main entrance. The existing MUGA would be relocated. Vehicular parking alterations and landscaping works are proposed throughout the site. Internal reconfigurations are also proposed to facilitate the development. Subject to appropriate conditions, the proposed development would be acceptable on all the relevant planning grounds, in accordance with the policies detailed in Section 3.4.

4.10.2 Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. Subject to appropriate conditions, the proposals would be acceptable in principle and in terms of design and visual amenity, heritage assets, residential amenity, highways and parking, ecology and biodiversity net gain, land contamination, flood risk and drainage, and coal mining.

5.0 RECOMMENDATION:

Delegated authority is given to the Strategic Director of Growth and Development and Deputy Chief Executive to approve planning permission, subject to the following conditions.

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

REASON: Required to be imposed pursuant to Section 51 of the Planning and Compulsory Purchase Act 2004.

- 5.2 Unless explicitly required by condition within this consent, the development hereby permitted shall be carried out in complete accordance with the proposals as detailed on drawings: Location Plan (P501 – Revision 00), P1200, P1201 – Revision 00, 1202 – Revision 01, P1300 – Revision 00, P1301 – Revision 00, P1400 – Revision 00, P1500 – Revision 00, P1501 – Revision 00, P2100 – Revision 00, P2101 – Revision 00, P2102 – Revision 00, P3100 – Revision 01, P3101 – Revision 01 and P4100 – Revision 00.

REASON: For the avoidance of doubt and to clarify which plans are relevant to the consent.

- 5.3 No above ground works shall commence site unless and until details confirming the exact type of all the external materials to be used in the construction of the development hereby approved, together with details confirming the colours and finishes of any doors and windows to be installed, have first been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in strict accordance with the approved materials and details.

REASON: In order to ensure a satisfactory form of development is achieved, in the interests of visual amenity, and to comply with the requirements of Policies CP8 and DM27 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.4 No above ground works shall commence on site unless and until a detailed landscaping scheme has first been submitted to and approved in writing by the Local Planning Authority. The scheme shall include but not be exclusively limited to the following;

- a) Details of proposals for supplementary landscaping around all aspects of the development;
- b) Details indicating the location, arrangement, species, sizes, specifications, numbers, and planting densities of all new planting, and;
- c) Details confirming the types and extents of any areas of hardstanding to be applied.

The approved scheme shall be implemented in its entirety within the first available planting season following the substantial completion of the

development. Any tree/shrub or other planting that is lost, felled, removed, uprooted, dead, dying or diseased or is substantially damaged within a period of five years thereafter shall be replaced with a specimen of similar species and size, during the first available planting season following the date of loss or damage.

REASON: In order to ensure the development is adequately landscaped so as to positively integrate with its surroundings, in the interests of visual amenity, biodiversity and minimising harm to the character of heritage assets, and to comply with the requirements of Policies CP7, CP8, DM17, DM26 and DM27 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.5 No development shall commence on site unless and until tree protection fencing has been erected around each of the trees to be retained, which accords with the relevant requirements of BS 5837 – 2012 (Trees in Relation to Design, Demolition and Construction to Construction – Recommendations). The tree protection fencing installed shall remain in perpetuity with the development until the external works hereby approved have been substantially completed.

REASON: In order to ensure adequate tree protection measures are put in place for the trees to be retained, in the interests of visual amenity, good arboricultural practice, and minimising harm to the character of heritage assets, and to comply with the requirements of Policies CP7, CP8, DM17, DM26 and DM27 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.6 No above ground works shall commence on site unless and until and a soundproofing scheme for the extended youth centre has first been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in strict accordance with the approved scheme and shall not be brought into use until the agreed mitigation measures have been implemented in their entirety.

REASON: In order to ensure adequate soundproofing measures are provided in support of the development, in the interests of residential amenity, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.7 The following aspects of the development hereby approved shall only be open to members of the public between the hours of;

- a) Youth Centre: 9:00 – 00:00
- b) MUGA: 9:00 – 21:00

REASON: In order to minimise noise impacts associated with the development, in the interests of residential amenity, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.8 No development shall commence on site unless and until, a Construction Method Statement has first been submitted to and approved in writing by the Local Planning Authority. The statement shall provide for but not be exclusively limited to the following;

- a) The parking of vehicles of site operatives and visitors;
- b) Details of the sizes and types of vehicles to be visiting the site;
- c) The loading and unloading of plant and construction materials;
- d) The storage of plant and construction materials;
- e) Wheel washing facilities;
- f) Measures to control noise and vibrations from construction works;
- g) Measures to control dust from construction works;
- h) A scheme for the recycling/disposing of waste;
- i) Details of the type, position and height of any required external lighting, and;
- j) A compound plan showing the location of the above measures.

The development shall thereafter be implemented in strict accordance with all of the approved details.

REASON: In order to minimise disruptions during the construction phase, in the interests of residential amenity and highway safety, and to comply with the requirements of Policies DM02 and DM29 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.9 Should any pile-driving and/or vibration compaction works be required to construct the development hereby approved, no such works commence on site unless and until a programme for the monitoring of noise and vibration generated from those works has first been submitted to and approved in writing by the Local Planning Authority. The programme shall specify the measurement locations and maximum permissible noise and vibration levels at each location. At each location noise and vibration levels shall not exceed the specified levels in the approved programme throughout the duration of construction works.

REASON: In order to minimise disruptions during the construction phase, in the interests of residential amenity, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.10 Any construction/demolition works associated with the development hereby approved shall only take place between the hours of 8:00 – 18:00 Monday – Friday and 9:00 – 13:00 on Saturdays. No such works shall take place on Sundays or Bank Holidays whatsoever.

REASON: In order to minimise noise disturbances for neighbours from construction works, in the interests of residential amenity, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.11 Prior to their installation, details overviewing the types, positions and heights of any new external lighting sources to be installed as part of the development hereby approved shall have first been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter proceed in strict accordance with the agreed details. Any external lighting installed must also comply with the Institute of Lighting Professionals Guidance Note 8 (Bats and Artificial Lighting).

REASON: In order to minimise the potential for light pollution to be caused for neighbours, in the interests of residential amenity and minimising disturbance for nocturnal species, and to comply with the requirements of Policies CP6, DM02 and DM15 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.12 No above ground works shall commence on site unless and until a scheme for the construction of a level pedestrian access from Knott Street has first been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in strict accordance with the approved scheme and shall not be brought into use until the agreed scheme has been implemented in its entirety.

REASON: In order to ensure a level pedestrian access is provided in support of the development, in the interests of improving accessibility, and to comply with the requirements of Policy DM29 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.13 The development hereby approved shall not be brought into use unless and until the dedicated vehicle parking area as detailed on the approved plan 'P1201 – Revision 00' has been constructed and completed. The vehicle parking area provided shall thereafter remain in perpetuity with the development and shall be permanently available for the parking of vehicles associated with the users of the development.

REASON: In order to ensure adequate vehicle parking areas are provided in support of the development, in the interests of highway safety, and to comply with the requirements of Policy DM29 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.14 The development hereby approved shall be implemented in strict accordance with all of the mitigation measures detailed within the submitted Bat Activity Survey Results Report, prepared by Pennine Ecological and dated September 2023.

REASON: In order to ensure biodiversity enhancement measures are provided in support of the development, in the interests of biodiversity, and to comply with the requirements of Policies CP6 and DM15 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.15 No above ground works shall commence on site unless and until an ecological enhancement strategy has first been submitted to and approved in

writing by the Local Planning Authority. The development shall thereafter be implemented in strict accordance with the approved scheme and shall not be brought into use until the agreed enhancement measures have been implemented in their entirety.

REASON: In order to ensure a net gain in biodiversity is provided in support of the development, in the interests of biodiversity, and to comply with the requirements of Policies CP6 and DM15 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.16 No development shall commence on site unless and until, the following has first been submitted to and approved in writing by the Local Planning Authority;

- a) A comprehensive desk study report, including a preliminary Conceptual Site Model in text, plan and cross-section form. Detailed proposals for subsequent site investigation based on the Conceptual Site Model shall be included as appropriate; the developer will be advised whether any further site assessment is required.
- b) If required by the Local Planning Authority, the findings of the approved site investigation work, including an appropriate assessment of risks to both human health and the wider environment, arising from contaminants in, on or under the land (including ground gas) will be submitted. Where unacceptable risks are identified an updated Conceptual Site Model, remedial options appraisal and detailed remediation scheme shall be presented for approval. No deviation shall be made from this scheme without the written express agreement of the Local Planning Authority.

REASON: In order to protect the health of future occupiers of the site, prevent the displacement of pollution and any associated environmental impacts, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.17 Prior to first use of the development hereby approved, two copies of a comprehensive Validation Report shall have been submitted to and approved in writing by the Local Planning Authority. The Validation Report shall demonstrate effective remediation in accordance with the agreed remediation scheme and any necessary supplementary information. All the installed remediation must be retained for the duration of the approved use, and where necessary, the Local Planning Authority should be periodically informed in writing of any ongoing monitoring and decisions based thereon.

REASON: In order to protect the health of future occupiers of the site, prevent the displacement of pollution and any associated environmental impacts, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.18 Should contamination be encountered unexpectedly during redevelopment of the site, all works should cease, and the Local Planning Authority should be immediately informed in writing. If unacceptable risks are identified, a remedial options appraisal and detailed remediation scheme should be presented, and

agreed in writing by the Local Planning Authority. The development shall thereafter proceed in strict accordance with the agreed details.

REASON: In order to protect the health of future occupiers of the site, prevent the displacement of pollution and any associated environmental impacts, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.19 No above ground works shall commence on site unless and until a Foul and Surface Water Drainage Strategy has first been submitted to and approved in writing by the Local Planning Authority. The strategy shall include but not be exclusively limited to the following;

- a) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water in accordance with BRE365;
- b) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations);
- c) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;
- d) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable;
- e) Details of surface water flooding flow exceedance routes, and;
- f) Foul and surface water shall drain on separate systems, where achievable.

No part of the development hereby approved shall be occupied until the agreed scheme has been implemented in its entirety. The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

REASON: In order to promote sustainable development, to manage the risk of flooding and pollution, and to comply with the requirements of Policy DM13 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

5.20 Where relevant, the development hereby approved shall not be brought into use unless and until a Sustainable Drainage Management and Maintenance Plan for the lifetime of the development has first been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include but not be exclusively limited to the following;

- a) Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management company, and;

- b) Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained, and managed in accordance with the approved Plan.

REASON: In order to ensure adequate management arrangements are put in place for the sustainable drainage system to be installed, to manage the risk of flooding and pollution, and to comply with the requirements of Policy DM13 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.21 No works involving the construction of the MUGA or landscaping works to the south elevation of the existing building shall take place until the following have been submitted to and approved in writing by the Local Planning Authority;
- a) A scheme of intrusive site investigations carried out on site to establish the risks posed to the development by past coal mining activity, and;
 - b) A scheme detailing any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be necessary

The intrusive site investigations and remedial works must be carried out in accordance with the relevant authoritative UK guidance.

REASON: In order to ensure a safe form of development is achieved in response to historic coal mining activity, in the interests of public safety, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

- 5.22 Prior to any part of the development hereby approved being brought into use, or the development being taken into beneficial use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development must have first been submitted to and approved in writing by the Local Planning Authority. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

REASON: In order to ensure a safe form of development is achieved in response to historic coal mining activity, in the interests of public safety, and to comply with the requirements of Policy DM02 of the Blackburn with Darwen Borough Council Local Plan (adopted 2024).

6.0 RELEVANT PLANNING HISTORY

- 10/16/0176 – Change of use from D2 to mixed D1 and D2 use – Approved, with conditions – April 2016.

- 10/14/0262 – Installation of 7m high posts with ball stop netting and Laurel evergreen screen to rear and side elevation of all-weather sports pitch – Approved, with conditions – July 2014.
- 10/10/0210 – Proposal to increase 3m high all-weather pitch fencing to 5m high to the rear elevation of the sports pitch and partially to the two side elevations, also install roller barrier to low level roofs – May 2010.
- 10/09/0535 – Entrance porch to the front of the building; single storey extension to the rear of the building, resurfacing of existing external sports area with replacement boundary fencing and 4 no. lighting columns – Approved, with conditions – August 2009.
- 10/00/0369 – New extension to form storeroom – Approved, with conditions – June 2000.

7.0 CONSULTATIONS

7.1 BwD Children's Services – No objections.

7.2 BwD Arboricultural Advisor – An Arboricultural implications Assessment (AIA) and tree constraints plan is not included with the submissions. It is recognised the scale and type of re-development is not likely to pose a threat for those trees shown for retention. The site layout plan identifies two trees proposed for removal. Which appear to be a maturing Cherry and Goat Willow. Due to the presence of other trees the loss of these two trees would not lead to a notable loss of visual amenity.

Development operations on land surrounding the building could pose a threat to the existing trees. Therefore, tree protection consisting of fencing and ground protection if required, should be provided. Proposed parking along the north-west, boundary, in the existing games court would be situated adjacent to a mature line of conifer trees situated on neighbouring land and which substantially overhang into the application site. Pruning to reduce encroachment is advisable.

(Landscaping) The site plan and design and access documents refer to new landscaping. The site plan shows hard and soft landscaping. Section 4.1 Design and Access refers to landscaping being in section 6. But there appears to be no further details.

(Conclusion) It is feasible to undertake the re-development without undue risk to those existing trees to be retained with the appropriate fencing protection. A condition for tree protection details is desirable. Also, a condition for full hard and soft landscaping details. Including materials. Plant species, sizes, planting specifications and aftercare maintenance details would be appropriate.

7.3 BwD Heritage Advisor – As I am required to do so, I have given the duty's imposed by s.66(1) and s.72(1) of the P(LBCA) Act 1990 considerable weight in my comments. I consider that the proposal would meet the statutory test 'to preserve' and would not result in any substantive harm to the contribution made by the setting to the significance of the Grade II Listed Darwen Library, nor to the contribution made by the setting to the character or appearance of the

Darwen Town Centre Conservation Area. Therefore, no balancing exercise is required as per NPPF P.202. As such, the proposal meets the objectives of Chapter 16 of the NPPF and accords with the policies of the Local Plan.

BwD Public Protection – In terms of noise transmission outside - the sound proofing weak spot appears to be the recording studio ventilator (couldn't see any studio windows). If we could get some info about any sound proofing provided by this ventilation unit that would help coupled with the proposed hours of use of the centre. The latter is particularly important in respect of both the outdoor MUGA & recording studio uses. I also notice that the studio adjoins an office – the sound proofing of the party wall between these rooms should be considered – answering phones/talking to colleagues in the office space may be affected?

(Update) I requested a noise assessment to be submitted with any future application for this redevelopment &, in the absence of an assessment, I then requested an assessment in respect of this application. Unfortunately, I understand, a planning decision has been made not to request an assessment. I also note that there are outdoor facilities which include recreational areas and an enhanced MUGA. There is significant uncertainty as to whether noise control management of the outdoor facilities will prevent loss of amenity at adjacent premises. A condition should be added to control those matters.

Should this application be approved, further conditions should be imposed to control land contamination, operating hours, cooking odours, external lighting, and various aspects of the construction phase.

(Contamination) I refer to the report entitled 'Knott Street Darwen Phase 1 Preliminary Risk Assessment Job Number: LKC 22 1522 prepared by LK Group dated October 2022. It is the understanding of this Department that a full application has been submitted in relation to the above site, but has not yet been determined. As such, there is no contaminated land condition currently attached to the application. Therefore, the following comments are aimed at providing an overview of the type of information which would be required by this Department in relation to contamination, should the contaminated land condition be attached. It does not pre-empt any planning decision, and must not be interpreted as such. We recommend the standard contaminated land condition used by this authority is applied to the site.

Information specific to this site, required in order to expedite the discharge of the recommended condition, is requested in the form of bulleted points. All other comments provided are general, and are aimed at informing the format and/or content of any future reports submitted to this Section, and/or informing the requests for further information. Comments have been divided into separate headings for ease of reference.

(Desk Study) A Phase 1 Desk Top Study has been completed for the site and submitted. The findings suggest former works buildings including corn mill, smithy and numerous works buildings of unknown use were present at the site historically. Site is within a development high risk area.

The preliminary CSM has identified that there is a moderate risk to human health and a moderate risk to controlled waters. The risk from ground gas is estimated to be high and requires further consideration. A Phase 2 intrusive investigation was recommended to confirm the extent of any contamination at the Assessment Site and to determine the presence of any unrecorded mine workings. The investigation should characterise the gas and groundwater regime.

It is noted that that the risk associated with the potential coal mine workings can be assessed through ground investigation to demonstrate the depth to bedrock and the absence of shallow unrecorded mine workings.

(Preliminary Conceptual Site Model) Based on the initial risk assessment summarised in the Phase 1 and preliminary CSM, an intrusive site investigation was recommended. Please provide a Phase 2 site investigation report in line with the Phase 1 recommendations. If ground gas or potential contamination is identified a Remediation Strategy report will also be required to discharge the recommended condition.

7.4 BwD Highways – In summary, we offer no objections in principle, subject to the below matters being satisfactorily addressed to the application.

(Parking) In accordance with adopted parking standards, the parking allowance associated with the facility would increase with the addition of a new floor. However, we recognise that the site is located within the town centre and is close to good sustainable transport linkages. Whilst it is important to sustain the number of spaces for general use, we recognise the importance of growth and improving facilities which are valuable to the community.

The plans received shows 22 standard bays, 2 disabled bays and 1 minibus parking facilities. Currently this site is an operational council free car park with around 60+ vehicles parked here when at capacity. Will this car park still be accessible to members of the public who are not using the youth centre facilities? If the spaces are not to be provided for all to use, then a parking strategy should be provided outlining how the loss of these parking spaces will be managed within the immediate vicinity / town centre.

Additionally, the “existing bays” that run adjacent to the building are currently all disabled parking bays, will this be kept as disabled parking, or will they become standard bays? Cycle parking provisions have been provided on the drawings however there is a lack of detail if these provisions will be covered and secure, please provide details on this. On the proposed drawings no spaces have been provided for motorcycle parking spaces, under the adopted parking standards this will be a requirement. Please request further details.

It is noted that in the design and access statement reference is made to a drop off point at the front of the building, however the proposed plan does not indicate this. Please supply confirmation on whether this will be provided. There are some concerns with the layout of the car park provided, there are several bays

(namely two in the bottom corner) which do not meet the required 6m manoeuvrability into and out of the bays, please remove them and amend the car parking layout. In the drawings, it is noted that two spaces are dedicated for youth centre only this together with the minibus parking appear to be the only parking associated with the youth centre is this correct, please provide further clarification.

(Access) It is noted on the site visit that there is a height barrier in situ at the entrance to the car park. Please confirm if this is to be retained. Will there be any gates to the entrance and if so, how will they be managed? We recognise that there is existing stepped footway leading from Knott St into the site however there is no level access provided for wheelchair / pram chair users. It is advisable that improvements are made to incorporate a betterment to those disadvantaged users namely wheelchair users. Please note this consideration and amend drawings accordingly.

To aid safe pedestrian passage for users not only in and out of the site but also along the frontage of the site we require the scheme to improve the pedestrian crossovers with tactile paving this should be attached as a Grampian condition or similar. Details for both vehicle and pedestrian sightlines should be provided at the entrance with Knott St. Please request these for assessment.

(Servicing) No details are provided outlining any servicing requirements please clarify, what if any they are and how frequent they will be. Confirmation, on where loading and unloading will occur should be provided on general arrangement plan for assessment. If vehicles are entering the site, then a swept path analysis should be supplied showing the vehicle entering, turning, and leaving the site in forward gear.

- 7.5 Coal Authority – The application site falls within the defined Development High Risk Area; therefore, within the application site and surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application. The Coal Authority records indicate that within, or within 20m of the planning boundary there are four recorded mine entries (shafts). An untreated mine entry and its resultant zone of influence pose a significant risk not only to surface stability but also public safety.

The Coal Authority notes the submitted Desk Based Coal Mining Risk Assessment (October 2022 prepared by the LK Group), which accompanies the planning application. However, the recommendation made in the report (i.e. that a ground investigation should be undertaken to determine the true implications of the zones of influences of the mine entries for the development layout) has clearly not been adhered to. These investigations, together with the investigations of each shaft are required to be undertaken prior to determination. In the instance that any of the mine entries are disproven from being within the site and are unable to be treated on third party land, then a worst-case scenario(s) should be formulated and annotated on the layout drawing to confirm that the developments would avoid the zones of influence of

the shafts. This is of particular concern in relation to the proposed MUGA and the public amenity area of landscaping in the southern tip of the site.

Notwithstanding the above, and in the instance that development is proven to be within the zone of influence of a shaft that cannot be remediated, then mitigation should be incorporated into the revised report to demonstrate how the structural integrity of development would be safeguarded in the long term, specific to any off-site collapse. It is therefore necessary to consider the inter-relationship between the mine entries and the proposed development and it is for this reason that the Coal Authority must therefore object to this planning application. Any form of development over or within the influencing distance of a mine entry can be dangerous and has the potential for significant risks if not undertaken appropriately.

The Coal Authority does not support in principle the provision of built development either over or within the zone of influence of a mine entry, even where this has been treated due to the public safety risks arising.

The Coal Authority's information has revealed that there is a significant risk to the development from recorded mine entries (shafts). The applicant should therefore be advised of the Coal Authority's view as technical expert in the field of coal mining legacy and land instability. Furthermore, they should be required to carry out intrusive site investigations. In the instance that any of mine entries are disproven from being within the site, further work in the form of amended plans should then be submitted illustrating the conjectured (worst-case scenario) location of each mine entry and its respective zone of influence with the proposed development avoiding it. Any remedial measures and appropriate foundations should then be proposed as part of the revised report, as necessary, to address any issues of land instability.

The Coal Authority considers that this issue goes to the heart of whether planning permission should be granted; it is not an issue therefore that would be appropriate for the imposition of conditions in this case. The Coal Authority would be very pleased to receive for further consultation and comment any additional information prepared and submitted by the applicant.

7.6 BwD Ecological Advisor – The application is accompanied by a Preliminary Roost Assessment (Pennine Ecological, August 2023) and Bat Activity Survey Results Report (Pennine Ecological, September 2023). This survey work appears to have been undertaken following best practice guidelines by a suitably experienced ecologist. The Youth Centre was found to have low potential to support roosting bats and 1 activity survey was undertaken. No evidence of bats roosting in the youth centre was found during the surveys. Based on the above, and my own review of the information available, I would make a number of recommendations that should be controlled by conditions and/or informative notes.

7.7 BwD Drainage – No objections.

- 7.8 United Utilities – No objections. Should this application be approved, conditions should be imposed to control the drainage system together with a management/maintenance plan for the SuDS scheme.
- 7.9 BwD Property Services – No objections.
- 7.10 Ward Cllrs
- 7.11 No public responses received
- 8.0 CONTACT OFFICER:** Christian Barton – Senior Planner
- 9.0 DATE PREPARED:** 1st February 2024
- 10.0 SUMMARY OF PUBLIC REPRESENTATIONS** – none received.