

APPLICATION REPORT – 19/00090/FULMAJ

Validation Date: 6 February 2019

Ward: Chorley South East

Type of Application: Major Full Planning

Proposal: Change of use from former 'printworks' to 48 residential apartments, including partial demolition and rebuilding of mill.

Location: Haslem Printers Ltd Standish Street Chorley PR7 3AJ

Case Officer: Mr Iain Crossland

Applicant: Mr Michael Almond

Agent: Mr Chris Weetman

Consultation expiry: 16 May 2019

Decision due by: 8 May 2019

RECOMMENDATION

1. It is recommended that planning permission is granted subject to conditions and a s106 legal agreement to secure the provision of affordable housing and a financial contribution towards the provision of public open space.

SITE DESCRIPTION

2. The application site comprises the vacant Standish Street Mill building, and associated space around it. The site is positioned on the north side of Standish Street and is located in a largely commercial area of Chorley and to the south of the town centre. The subject property has a frontage onto Standish Street approximately half way up the street and is a characterful building that is prominent within the locality by virtue of its scale and age. Standish Street Mill is a 5-storey former textile mill of conventional construction in that walls are faced in brick relieved by stone head and sills under pitched roof overlaid with profile steel sheets, and understood to date back to the early part of the 20th Century.
3. It is noted that the wider site ownership comprises Vyking Mill, which is a single-storey premises of conventional construction with walls faced in brick, partly relieved by rendering with most of the roof covered with slate.
4. The physical character of the wider area is mixed with both traditional buildings and more contemporary ones.

DESCRIPTION OF PROPOSED DEVELOPMENT

5. This application seeks planning permission for the change of use from former 'printworks' to 48 residential apartments, including the partial demolition and rebuilding of mill. The proposed development involves the demolition of both 'wings' of the current building, the erection of three (including the roof) new floors on the west side and a new block on the east side of the main chimney stack, and the re-use of the rest of the original building.

REPRESENTATIONS

6. Representations have been received from the occupiers of 2no. addresses. These raise the following issues:
 - Support for the development of the site.
 - Concerns with regards to on street parking and vehicle conflict.
 - Many local workers park on Standish Street and surrounding streets.
 - Any temporary street closures would affect local businesses.
 - Customer vehicles could be damaged by building and demolition works.
 - Noise and disruption during building works.
 - Possible contaminants may be released into the atmosphere.

CONSULTATIONS

7. Lancashire County Council Archaeology Service: Have no objection subject to the inclusion of an archaeological recording and analysis condition.
8. Lancashire Fire And Rescue Service: Standing advice.
9. Waste & Contaminated Land: Have no objections subject to condition.
10. Lancashire Highway Services: Have no objections subject to conditions.
11. Lead Local Flood Authority: Have no objections subject to conditions.
12. United Utilities: Have no objections.
13. Lancashire County Council (Education): Based upon the latest assessment, taking into account all approved applications, LCC are seeking a contribution for 1 secondary school places. However, LCC are not seeking a contribution for primary school places.

PLANNING CONSIDERATIONS

Principle of the development

14. The National Planning Policy Framework (The Framework) states that housing applications should be considered in the context of the presumption in favour of sustainable development. This means that development proposals that accord with the development plan should be approved without delay.
15. The application site is located in the core settlement area of Chorley. The Core Strategy Policy 1 is concerned with locating growth and identifies Chorley Town as a Key Service Centre under criterion (b), where growth and investment should be concentrated.
16. The site is located within the core settlement area, under policy V2 of the Chorley Local Plan 2012 - 2026. Within the settlement boundary there is a presumption in favour of appropriate sustainable development, subject to material planning considerations and other policies and proposals.
17. The application site was most recently used as a commercial printers, which falls to be considered as an employment use. The site is, therefore, defined as an employment site and must be assessed against Policy 10 of the Core Strategy. This sets out that all existing employment premises and sites last used for employment will be protected for employment use. There will be a presumption that "Best Urban" and "Good Urban" sites will be retained for B use class employment use. This policy covers and protects B1, B2 and B8 employment uses. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under criteria (a) to (f).
18. Policy 10 also states that proposals for residential use on employment sites/premises will need to accommodate criteria (a) to (f) and will also be subject to criteria (g) and (h).

19. The Controlling Re-use of Employment Premises Supplementary Planning Document (SPD) is relevant to this application and develops upon Policy 10 of the Core Strategy. The SPD emphasises the Council's starting point that employment sites should be retained unless an applicant wishing to change the use can demonstrate that the criteria set out in Policy 10 have been satisfied. Additional information is provided on each of the criteria (a) – (h), as well as a flow chart of the approach to be taken. Of particular relevance to this application is the information on what an applicant should provide to satisfy criterion (g) and (h).
20. The acceptability of the principle of development is, therefore, dependent upon an assessment of Policy 10 criteria a) to h). An assessment against these criteria is set out below.
21. *(a) there would not be an unacceptable reduction on the type, quality or quantity of employment land supply;*
The application building has deteriorated over time and can no longer be used to its full capacity. The quality of employment space that the building provides is, therefore, low. Consequently, its loss would have a negligible impact on the type, quality and quantity of employment land supply in the borough. It is also noted that a concurrent application is being considered on part of the site that would provide new employment premises that would off-set the loss of the existing mill building to some extent.
22. *(b) the provision and need for the proposed use;*
The proposed development would contribute towards meeting the identified housing need within the Borough on previously developed land that is in a highly sustainable location.
23. *(c) the relative suitability of the site for employment and for the alternative use;*
The site is equally suitable for employment use as it is for the proposed residential use.
24. *(d) the location of the site and its relationship to other uses;*
The application site is located within an area that largely consists of commercial uses, most notably car sales garages and supporting uses. The application building and its use as a printers or other employment use does not complement the surrounding land uses any more so than if it were used to provide residential accommodation.
25. *(e) whether the ability to accommodate smaller scale requirements would be compromised;*
The existing building was occupied by a single business since the 1960s and could not be readily converted to provide smaller business spaces, given the deterioration in the building. As such the existing site is not configured in such a way as to accommodate small scale employment uses and, therefore, the ability to accommodate smaller scale requirements would not be compromised by the proposal.
26. *(f) there would be a net improvement in amenity.*
The application building is in a poor state of repair and is in decline. The conversion of the building to residential use provides the opportunity to repair and secure the building through the increased value of the building as a residential development, which would improve on its current condition. This would result in a net improvement in amenity.
27. *(g) convincing evidence of lack of demand through a rigorous and active 12 month marketing period for employment re-use and employment redevelopment;*
The applicant has provided a marketing report setting out that following consideration of the strategic location of the site, the extent, configuration and condition of the space provided it was clear that the building was no longer suitable for continued manufacturing or indeed employment use. As such a plan illustrating how, following the demolition of the two premises (Standish Street Mill and Vyking Mill), the site could be redeveloped with small industrial units. The premises were launched onto the market in early 2018 on the basis of such a redevelopment scheme and included:-
- Preparation and wide circulation of sales particulars.
 - Advertising in the local press.
 - Listing on the agent's own website together with Rightmove and Zoopla and other websites that feature properties on their register.

- Sale boards were also erected on the buildings. Numerous enquiries were received and seven parties viewed and inspected the premises, some on more than one occasion.

The only offer that was received was on the basis of Standish Street Mill being converted into residential apartments and the redevelopment of the site of Vyking Mill with workshop units providing employment uses. The applicant's Chartered Surveyor, therefore, concludes that in their considered professional opinion the premises are no longer appropriate nor required for continued employment use across the whole of the site.

28. *(h) an assessment of the viability of employment development including employment re-use and employment redevelopment.*

The applicant's Chartered Surveyor concludes that in their considered professional opinion the premises are no longer appropriate nor required for continued employment use across the whole of the site. In addition to this the only offer received as a result of the marketing process was for the conversion of Standish Street Mill into residential apartments and redevelopment of the site of Vyking Mill with workshop units.

29. In addition to the above assessment it is noted that as a result of the marketing exercise and investigations that have been carried out the proposed development would result in the retention of some employment provision on the site that would be of higher quality than that which exists at present. This would result in the benefit of improved, higher value employment premises, albeit the total floor area would be reduced.

30. As a consequence of the above assessment, the development of a residential development as proposed on this site, would form part of a wider mixed use redevelopment, and is considered to be in compliance with the development plan and is acceptable in principle.

Impact on the conservation area and heritage assets

31. Standish Street Mill, the subject of planning application 19/00090/FULMAJ and the surviving remnant of Brunswick Mill (latterly known as Viking Mill), the subject of 19/00091/FULMAJ are both former cotton mills that currently carry no designation, neither local nor national. For Brunswick Mill this is no great surprise as so little of the original mill building survives. Standish Street Mill is, however, substantially complete, apart from a somewhat truncated chimney.

32. Standish Street Mill was examined as part of the Lancashire Textile Mills survey commissioned by English Heritage (now Historic England) and undertaken by Oxford Archaeology North between 2008 – 2015. The survey team concluded that, *'the building forms a well-preserved example of an early 18th Century cotton-spinning mill, representing not only the oldest extant mill in Chorley, but also one of the oldest steam-powered cotton mills in the country'*.

33. The building clearly has some local and possibly national significance and as such is falls to be considered as a heritage asset as defined by Annex 2 to the Framework.

34. Section 16 of the Framework refers to conserving and enhancing the historic environment.

35. The Central Lancashire Core Strategy (2012) (the Core Strategy), policy 16 refers to Heritage Assets. This policy mirrors that given in the Framework and states that it seeks to: *'Protect and seek opportunities to enhance the historic environment, heritage assets and their setting by:*

a. Safeguarding heritage assets from inappropriate development that would cause harm to their significances.'

36. The Chorley Local Plan 2012 – 2026, policy BNE8 refers to the Protection and Enhancement of Heritage Assets. Essentially this policy mirrors the Framework. Paragraph b, states that, *'Applications will be granted where they sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment and where they show consideration for*

the following: iii, The Conservation and, where appropriate, the enhancement of the setting of heritage assets.'

37. The style chosen for the proposed extensions to Standish Street Mill appear to be a pastiche of the existing building. In the historic environment, as here, this is not an approach that is considered to be acceptable. The accepted approach is to use an honest approach and to show a distinction between the original building and the new extensions. Generally, this is considered to be best served by the use of a contemporary yet sympathetic design or materials. An example might simply be to use blue engineering brick, a material with a clear and obvious association with industrial buildings such as this, yet which offers an appropriate contrast with the existing building. Careful consideration must be given to the use of materials in constructing the extended parts of the building. Therefore, subject to the provision of appropriate materials and details, which it is recommended are secured by condition, the proposed extensions and alterations are considered to be acceptable in this instance.
38. It is noted that there is a structure attached to the rear elevation of the building, constructed in stone, that is a privy tower. This is a later addition to the building and is of historical interest as part of the history of the development of the building. Although the structure is of some historical value, it does not contribute particularly positively to the appearance of the mill building, and it is difficult to envisage how this could be practically incorporated within any conversion scheme. It is, therefore, accepted that this element of the building would be lost as part of the redevelopment.
39. Given the historic value of the building it is recommended that any permission that might be subsequently granted should include a pre-commencement building recording (Historic England Level 3) condition.
40. The alterations to Standish Street Mill, by way of the proposed extensions, would alter the appearance and character of the building. Although the character of the building would be impacted upon, its retention is a positive outcome as is the introduction of a viable end use that would retain the future of the building. However, it is considered that in order to ensure the significance of the original mill building as a non-designated heritage asset is maintained the choice of materials is critical in marking the distinction between old and new, as is the treatment of fenestration.
41. Overall, the principle of retention, conversion and re-use of the building, in terms of the impact on the historic environment is considered to be acceptable and in accordance with the aims of paragraph 192 of The Framework, policy 16 of the Core Strategy and policy BNE8 of the Chorley Local Plan and would result in a positive outcome for the building subject to details to be secured by condition

Design and impact on the character of the area

42. The site is prominent in Standish Street and the application building is visible from a number of vistas beyond at Bolton Street, George Street and the town centre bypass. The retention of the main mill building fronting Standish Street is a positive outcome of the proposed development as the building has some character and contributes positively to the character of the area.
43. It is proposed that both 'wings' of the current building are demolished, and replaced by the erection of three (including the roof) new floors on the west side and a new block on the east side of the main chimney stack, and the re-use of the rest of the original building. This would increase the overall mass of the building, however, it is considered that this would not be harmful in the context of surrounding buildings and nearby structures, and in the context of the existing building itself, which is of significant scale.
44. The west side of the building has features of character and a form that contributes positively to the appearance of the building and character of the area tapering the scale of the mill building on approach from Bolton Street. This element of the building is also a visibly prominent feature on entering Standish Street and, therefore, its loss is regrettable. It is

noted, however, that the proposed alterations are designed to reflect the form and features of the original main body of the mill building, in replacing this element. Of particular importance the window openings would mirror those of the existing building.

45. The proposed extension to the east side would be of greater mass but would replace a lower level structure that has been compromised through unsympathetic alterations over time. The proposed extension would reflect and continue the form and features of the original main body of the mill building, in replacing this element, and would be of an appropriate scale and design. The window openings would mirror those of the existing building. Therefore, subject to appropriate details, the proposed development would result in an acceptable approach to the extension of the building.
46. Roof lights are to be included, which are not currently a feature of the building, however, given their low profile these would not be harmful to the overall industrial appearance or character of the building.
47. Overall, the retention, conversion and extension of Standish Street Mill as proposed would result in a positive improvement to the appearance of the site and the locality more generally. The scheme, therefore, has the potential to provide an uplift in the quality of the physical environment of the area.

Impact on neighbour amenity

48. The nearest dwellings to the application site are located on Burlington Street approximately 40m to the south of the site. These dwellings are separated from the site to such an extent that there would be no impact on the occupiers of these dwellings from the proposed development.
49. In relation to the impact on the amenity of any future occupiers of the proposed development the level of accommodation that would be provided is considered to be adequate as the floor area of each apartment exceeds the minimum national standards and the living areas and bedrooms would all have windows providing natural light.
50. There is a variety of commercial uses surrounding the site and buildings in employment use proposed on the wider site itself. It is considered, however, that the commercial uses that are present are not those that typically generate noise disturbance and smells.
51. In addition to this the applicant has submitted a detailed environmental noise survey, which has been undertaken in order to establish the prevailing noise climate at the development site. The acoustic requirements of the local planning authority and current industry guidelines have been reviewed and used to inform an assessment of road traffic and existing commercial noise sources affecting the proposed residential properties.
52. The assessment indicates that acceptable internal noise levels should be achievable using standard double-glazing and standard hit/miss trickle vents. Openable windows should not be relied upon as a means of background ventilation. An alternative means of background ventilation, such as appropriately specified trickle vents, should be provided.
53. A preliminary noise impact assessment of operational noise activities from the proposed speculative industrial units has been undertaken. The assessment indicates that the resultant noise impact on the proposed new dwellings at the site should be low.
54. On the basis of the available information it is considered that the proposed development would have no harmful impact on any existing residents or future residents of the proposed scheme.

Highway safety

55. The site is located on the north side of Standish Street in Chorley within the commercial/industrial triangle of George Street to the north, Lyons Lane South to the east, and Bolton Street to the west. It is surrounded predominantly by car dealerships and auto repair shops as shown on the submitted Location Plan, 18046-051 (Jan 2019). The site has

an existing mill building and other industrial buildings with off-street parking and two accesses to Standish Street that are internally inter-linked. The existing use of the site is stated as printworks.

56. Standish Street is not a through road and vehicular access is only from Bolton Street, but pedestrians and cyclists access the site from both Bolton Street and Lyons Lane South. The site has two accesses to Standish Street, which the applicant proposes to improve to widths of 6.0m with 3.0m corner radii as part of the proposed developments. The site is not within or near a designated Air Quality Management Area.
57. Standish Street is a 230m long cul-de-sac with vehicle access from Bolton Street to the west. To the east, Lyons Lane South is closed to motor vehicles, but with access for pedestrians/cyclists. Standish Street has no turning facility and motorists often utilise private frontage spaces to undertake turning manoeuvres. It is an adopted highway with average carriageway width of approximately 6.0m with footways on both sides. It is subject to 30mph speed limit with 'No waiting at Anytime' restrictions on both sides of its junction with Bolton Street for 40m. From the end of the 40m, the waiting restriction extends only on the south side of the street for the rest of its length. The north side, which has no waiting restrictions is always fully parked with cars thought to belong to customers and workers in the area.
58. Visibility at Bolton Street/Standish Street is good and there are two signal controlled crossings just to the north of the junction to assist pedestrians/cyclists to safely cross the road to the local ASDA Superstore and other amenities and local services.
59. The site is in Chorley Town Centre with lit walkable streets and good quality footways of varying widths. Footways in the area are generally in excess of the recommended minimum width of 2.0m, but the footways on Standish Street are less than the 2.0m width with very few dropped crossings and tactile pavings. There are defined on-road cycle routes within walking distance of the site to the north and south including the National Cycle Route 55 accessible via the A6. The footways on both sides of Bolton Street are shared pedestrian/cyclist routes.
60. There are 8no. bus stops within 400m walking distance from the centre of the site on Lyons Lane South, Bolton Street, George Street and Pall Mall.
61. LCC's injury accident database has been checked and it shows that there are no recorded injury accidents on Standish Street in the last 5 years, but two accidents resulting in slight casualties occurred in both directions close to Bolton Street/Standish Street.
62. The current application is one of two submitted that would lead to the site being divided into two parts following the proposed developments. The part subject to this application is edged red on the location plan quoted above. This part has an existing mill building of 423m² gross floor area (gfa) and the proposal is to convert it to 48 residential apartments (31no. 1-bedroom and 17no. 2-bedrooms) and would involve partial demolition and rebuilding of the mill. The proposal is shown on submitted site plan referenced 18046-199 (Jan 2019) and includes the provision of 37no off-street parking spaces.
63. The other part of the site, which is subject to a separate planning application, 19/00091/FULMAJ is shown edged blue on the above quoted location plan. The existing buildings within the blue edged area have a total gfa of 2,410m² and the proposal is to demolish the existing buildings and erect new buildings comprising B1- office (279m² gfa), B2-workshop (223m² gfa) and B8-storage/distribution (557m²), i.e. a total new build of 1,059m² with 18no off-street parking spaces.

Site access:

64. As indicated above, Standish Street is not a through road and vehicular access is only from Bolton Street, but pedestrians and cyclists access the site from both Bolton Street and Lyons Lane South. The existing site as a whole has two accesses to Standish Street which are internally inter-connected, but as part of the proposed developments, the sites would be severed with individual accesses. The existing accesses are proposed to be improved to

6.0m widths with 3.0m corner radii. Whilst the 6.0m widths are acceptable, LCC highways considers that the proposed 3.0m radii should be increased to 6.0m to allow drivers to more smoothly access and egress the sites. LCC highways also consider that the radius on the bend of the site access road of the current site should also be increased to 6.0m to ease manoeuvring of vehicles and swept path analysis should be provided to ensure vehicles do not overrun the footway.

65. It must be considered, however, that the site is currently in an industrial use and has been accessed by large vehicles without incident. It is also noted that vehicle speeds along Standish Street are low, given that it is not a through route and that larger vehicles are unlikely to require access to the site on any regular basis. It is, therefore, considered that the increase in radii is not necessarily essential in this instance.
66. Dropped kerbs and tactile pavings should be provided on both sides of the proposed site access for both sites to guide and alert the blind and partially sighted pedestrians of the presence of the vehicle accesses and to facilitate access for wheel/push chair users. For the same reason, dropped kerbs and tactile pavings should be provided at all vehicle entrances on Standish Street. Works involving alterations to the footway at the site accesses and the installation of the dropped kerbs and tactile pavings on the entire Standish Street are to be undertaken through s278 agreement.

Internal layout / parking:

67. The proposed layout shows that from the entrance, the 6.0m width would be maintained for the entire length of the site access road with 37no. off-street parking spaces, including 4no. disabled spaces. The proposed 37no. spaces, incorrectly stated in para 3.1.1 of the TS as 18no., represents 57% of the required Local Authority Standard provision of 65no. spaces based on the proposed number of bedrooms. It is recognised that the location of the site is sustainable and well served by public transport, therefore, although the proposed level of off-parking seems low and would possibly increase demand for parking on Standish Street, the parking provision is acceptable in this instance given the highly sustainable location. The proposed off-street parking spaces should however remain unallocated to maximise use.
68. It is stated that the bin store would be located within the building and bins would be brought out for collection on-street. LCC Highways does not wish to object to this arrangement, however, consider that arrangements for bin collection to take place within the site would be more beneficial as on-street collection may compound parking congestion on Standish Street.
69. The proposed secure and covered storage for 48no. cycles as indicated in para 3.1.1 of the TS is not shown on plan, therefore, this information would be required by condition.

Pedestrians / cyclists

70. The site is in a Town Centre location with good quality footways and walking routes to basic local services within the acceptable 800m walking distance and there are controlled pedestrian/cyclist crossing facilities near Bolton Street/Standish Street and the area in general to facilitate safe crossing of the roads; and although the footways on Standish Street are less than the recommended minimum standard width of 2.0m, it is accepted there is limited scope within the available highway for the widths to be improved.
71. The submitted pedestrian catchment area of 2km included in the TS exceeds the recommended 800m preferred maximum walking distance to facilities in urban areas, nonetheless, it is considered high quality and attractive routes exist in the area to encourage walking and for improved accessibility of the site.
72. Cycle routes including the National Cycle Route 55 are within acceptable walking distance of the site to the north and south and as indicated above, there are a number of controlled facilities in the area to ensure safe crossing of the road by cyclists. With the available high quality cycling networks to be supported by the applicant's proposed on-site cycle storage provision, it is considered there are opportunities for maximising cycling to support sustainable transport solutions in the area.

73. The closure of the east end of Standish Street enables pedestrians and cyclists to use Standish Street as a through 'short cut' between Bolton Street and Lyons Lane South with minimal threat from vehicular traffic.

Public transport.

74. Two bus stops are each located within the preferred maximum walking distance of 400m from the centre of the site on Lyons Lane South, Bolton Street, George Street and Pall Mall.

75. Lyons Lane South (services: 8A, 125, 707, 780, 791 and 794): The bus stops are between Lyons Lane South/Standish Street and Lyons Lane South/Bolton Street. However, only services 8A and 125 are public services. The rest are school services. Service 125 operates at 15 minute frequencies day and night from Mondays-Saturdays and half hourly day and night on Sundays and Bank Holidays. Service 8A however only provides an hour-and-a-half service half a day Mondays-Saturdays.

76. Bolton Street (services: 8A and 785): At the bus stops to the south of Bolton Street/Standish Street, service 8A is a public service and provides an hour-and-a-half service half a day Mondays-Saturdays. Service 785 is a school service.

77. George Street (services: 8A, 125, 362, 772, 797): These stops are located to the east of Bolton Street/George Street. The public services are 8A and 362. Service 8A provides an hour-and-a-half service, half a day Mondays-Saturdays while service 362 provides services at 15 minute frequencies day and night from Mondays-Saturdays and half hourly day and night on Sundays and Bank Holidays. The rest are school services.

78. Pall Mall (services: 125, 125C, 362, 772, 785, 797): Service 362 is the only public service provided at the bus stops to the south of Pall Mall/Bolton Street. The service is operated at 15 minute frequencies day and night from Mondays-Saturdays and half hourly day and night on Sundays and Bank Holidays. The rest are school services.

79. The above shows that the site is well served by public transport with acceptable service frequencies. The bus stops are well within the preferred maximum walking distance of the site served by good quality footways with recent physical improvements to disability friendly standards except the two stops on Lyons Lane South (in both directions of Goring Street) which would be required to be improved by the applicant through s278 agreement for improved sustainability of the site.

Traffic generation and impacts.

80. Using TRICS data based on surveys of privately owned flats in town/city centre locations in the UK (in respect of the current proposed 48no. apartments) and on surveys of comparable employment and industrial sites (in respect of the proposed B1-office, B2 workshop & B8 storage & warehouse subject to application 19/00091/FULMAJ), the applicant has provided an estimate of trips to be generated by the proposed developments during AM and PM traffic peak periods of 08:00-09:00 and 17:00-18:00 as follows. The TRICS outputs are shown in appendix C and D of the TS and the methods used to predict the trips are in Section 5 of the TS. Traffic surveys were not conducted to establish the traffic peak periods.

81. The summary of estimated trip generation are as follows.

Trips to be generated by the proposed 48no. apartments:

- 11, two-way trips (AM peak) and 11, two-way trips (PM peak).

Trips to be generated by the proposed commercial/industrial mix B1, B2 and B8 development (subject to a separate application – 19/00091/FULMAJ):

- B1-office (279m² gfa) - 5, two-way trips (AM) and 5, two-way trips (PM).
 - B2 – workshop (223m² gfa) - 1, two-way trips (AM) and 1, two-way (PM).
 - B8 storage & warehouse (557m² gfa) - 2, two-way (AM) and 1, two-way (PM).
- Total = 8, two-way trips (AM peak) and 7, two-way trips (PM peak).

82. Combined trip generation by proposed residential and commercial/industrial developments = 19, two-way trips (AM peak) and 18, two-way trips (PM peak).

83. Trips generated by the existing/previous use of site:

Existing mill building - (423m² gfa)

Other industrial buildings on site - (2,410m² gfa)

Total gfa = 2,833m² gfa.

Using trip rates from TRICS for B2 use, trip generation of the existing site was assessed to be 13, two-way trips (AM peak) and 12, two-way trips (PM peak).

Trip comparison (existing/previous and proposed).

84. When trips associated with the proposed development, 19 (AM) and 18 (PM) peaks were compared with that of the existing/previous, 13 (AM) and 12 (PM) peaks, it was noted that the proposed mixed residential/industrial development, would generate 6, two-way trips more than the existing/previous site during the AM and PM peaks.

85. The above assessment of trip generation shows that the current proposed development comprising 48no. apartments and the proposed mix of B1, B2 and B8 (subject to a separate application – 19/00091/FULMAJ) would in total generate 19, two-way trips during the AM peak and 18, two-way trips during the PM peak.

86. When the site was previously fully functional, the trip generation was 13, two-way trips during the AM peak and 12, two-way trips during the PM peak. This means as a result of the proposed development, there would be an increase of 6, two-way vehicle movements during AM peak and PM traffic peak periods.

87. For development proposals, it is important the analysis period should primarily address weekday morning and evening peak periods of trips, but the threshold generally used as an initial point of reference when assessing whether a development would potentially have a significant impact on the highway network is 30, two-way peak hour trips, which is far in excess of the 6, two-way additional trips to be generated by the proposed development.

88. It is, therefore, considered from the above trip predictions that the applicant has sufficiently demonstrated that trips to be generated by the proposed development would not be material and as such would not detrimentally impact the safe and efficient operation of the highway network.

Mitigation measures:

89. To help address the transport issues that have arisen in relation to the proposed development, it is considered improvements should be carried out to the two existing bus stops on Lyons Lane South near Lyons Lane South/Goring Street. The improvements should be disability compliant with the provision of raised boarding platforms and kerbs, new bus stop bays and associated carriageway and worded markings, clearways and all necessary signage and a new shelter for the bus stop on the northbound lane.

90. Where developments are proposed, the Framework requires appropriate opportunities to promote sustainable transport modes to be taken up, giving priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitate access to high quality public transport and with appropriate facilities that encourage public transport use. The Framework also stresses the need for proposed developments to also address the needs of people with disabilities and reduced mobility in relation to all modes of transport. As indicated earlier, these two bus stops are within 400m walking distance of the site, but do not comply with the regulations regarding use by the disabled. Hence the need for the improvements.

91. As indicated above, dropped kerbs and tactile pavings are to be installed at all vehicle entrances on Standish Street for its entire length. Apart from being directly related to the proposed development, the mitigation measures are considered fairly and reasonably

related in scale and kind to the development and are necessary to make the development acceptable. It is, therefore, important the measures are delivered.

92. Improvements to the bus stops, provision of dropped kerbs and tactile pavings on Standish Lane and alterations to the site accesses are constitute works within the highway and as such would be undertaken through s278 agreement with all costs borne by the applicant.

Construction traffic management plan

93. The proposed development is likely to have an effect on the local highway network during construction phase. Therefore, prior to any works commencing on site, the applicant should submit a construction traffic management plan. The Plan should contain information on the number of vehicle trips, hours of operation and suitable means of mitigation of negative impacts. The Plan should also provide details to better manage all types of HGV movements to and from the sites and should identify where safe and legal loading can take place and should provide details of how deliveries are to be proactively managed to reduce the number of vehicle movements to and from the sites.

Summary of highway safety

LCC as Highway Authority is responsible for providing a safe and reliable highway network and with this in mind will seek to secure appropriate levels of mitigation where development impacts upon highway safety and the reliability of the highway network.

94. As indicated in the response, the site is located on a congested street due to parking with no turning facilities, but there would be negative impacts on the local highway network during construction phase. It is, therefore, critical that the construction process is controlled to prevent the exacerbation of any unacceptable traffic conditions and to avoid traffic congestion and related problems such as air pollution, noise and dust to the detriment of environmental and sustainability benefits of residents and businesses in the area.

95. LCC Highways raises no objection to the approval of the proposed development subject to conditions and an advice note.

Affordable housing

96. Policy 7 of the Core Strategy requires 30% affordable housing to be provided on sites of 15 or more dwellings, or 0.5 hectares in size (which this is), in urban areas such as this. No on-site provision has been identified by the applicant.
97. However, some critical viability issues affecting the deliverability of the development have been identified. A viability assessment has been submitted by the applicant demonstrating that only limited contributions to planning obligations are possible as making the full contribution would result in the profit margin to the developer being limited to the point where the possibility of obtaining development finance would be severely restricted. As a result there would be no incentive to deliver the scheme. The viability case has been considered by the Council's viability consultant, which led to some of the assumptions being challenged by the Council. The applicant provided further information leading to further discussions with the Council's viability consultant. After further investigation it was accepted that the proposed development would not be capable of supporting all of the necessary planning obligations required by local policies, but that some contribution would be possible, and the applicant has sought to make provision for public open space. To seek any further contributions would start to impact on the quality of the proposed conversion scheme. As the application building is a heritage asset, and the conversion scheme would secure its future, it is imperative that the integrity and quality of the scheme is not compromised though redirecting funds away from the physical works to the building itself.
98. It is, therefore, recommended that the viability case is accepted and that no further contributions can be supported. The development is, therefore, considered acceptable without the full contribution necessary under the circumstances, when balanced against the benefits of proposed development on the site in question.

Public open space

99. Policy HS4 of the Chorley Local 2012 - 2026 requires public open space contributions for new dwellings to be provided in order to overcome the harm of developments being implemented without facilities being provided. The proposed development would generate a requirement for the provision of public open space in line with policies HS4a and HS4b of the Chorley Local Plan 2012 – 2026 and the Open Space and Playing Pitch SPD.
100. The applicant has agreed to enter into a Section 106 agreement to make a contribution towards the requirement for the provision of public open space in line with policies HS4a and HS4b of the Chorley Local Plan 2012 – 2026.

Education

101. Lancashire County Council (LCC) as Education Authority seeks to draw the Council's attention to impacts associated with the above development and propose mitigation for these impacts through a developer contribution. Based upon the latest assessment, taking into account all approved applications, LCC are seeking a contribution for 1 secondary school place. However, LCC will not be seeking a contribution for primary school places.
102. Chorley Council is a CIL charging authority and contributions towards education provision from new housing developments are covered by CIL. Apartments, however, are charged at £0 per square and therefore no contribution towards education provision could be generated through CIL. The request for a contribution from LCC Education is noted, however, the applicant has demonstrated that the viability of the development is marginal and that only a limited level of planning obligations can be supported. It is considered that the harm generated by the under provision of one secondary school place would be outweighed by the benefits of the proposed development and the rejuvenation of a heritage asset.

Community Infrastructure Levy (CIL)

103. The Chorley CIL Infrastructure Charging Schedule provides a specific amount for development. The CIL Charging Schedule was adopted on 16 July 2013 and charging commenced on 1 September 2013. This development is subject to the CIL Charge for Apartments as listed in Chorley Councils CIL Charging Schedule, which is currently £0 per square metre.

Other matters

104. Concerns with regards to on street parking and vehicle conflict: Although it is recognised that staff and customers of local businesses currently park on Standish Street the availability of on street car parking is a benefit, which cannot be guaranteed and as such cannot be protected in relation to an application for planning permission.
105. Any temporary street closures would affect local businesses: It is not known at this stage whether any road closures would be necessary as this does not form part of any planning assessment.
106. Noise and disruption during building works: Noise and disruption is an inevitable consequence of any development activities. It is, however, recommended that given the scale of the proposed development and proximity of surrounding businesses a construction method statement and management plan should be secured by condition.
107. Customer vehicles could be damaged by building and demolition works: Any damage to vehicles or property is a matter that can only be addressed at the time such damage may occur and is the private responsibility of the parties involved. The construction method statement and management plan should help to alleviate the potential for damage to surrounding property.
108. Possible contaminants may be released into the atmosphere: This is controlled through separate legislation outside the planning process, however, the construction method statement and management plan should provide details of how such a possibility would be managed.

CONCLUSION

109. The proposed development is considered to be acceptable in principle. There would be no unacceptable detrimental impact on the character of the area or the amenity of neighbouring occupiers. In addition, it is considered that the impact on the building as a non-designated heritage asset is acceptable on balance given the provision of new housing in a sustainable location, retaining the existing building and rejuvenation of a site in need of renewal. In addition to this it is considered that there is adequate parking given the sustainability of the location. On the basis of the above assessment it is recommended that planning permission be granted subject to conditions and a s106 legal agreement to secure the provision of affordable housing and a financial contribution towards the provision of public open space.

RELEVANT HISTORY OF THE SITE

Ref: 76/00551/FUL **Decision:** PERFPP **Decision Date:** 24 August 1976
Description: Single storey building for manufacture of rainwear

Ref: 77/00432/FUL **Decision:** REFFPP **Decision Date:** 23 August 1977
Description: Office accommodation on first floor

Ref: 91/00879/FUL **Decision:** PERFPP **Decision Date:** 10 December 1991
Description: Erection of antennae and microwave dishes on roof tower

Ref: 98/00867/TEL **Decision:** PANRQ **Decision Date:** 14 January 1999
Description: Prior notification of installation of 3 dual polar, pole mounted antenna and 4 pole mounted microwave dishes

Ref: 00/00423/TEL **Decision:** PAATEL **Decision Date:** 27 June 2000
Description: Notification of siting of 2 new 600mm microwave dishes on new poles, 4 LNA's on pole, 2 dual band dual polar antennae on new poles, 2 dual band dual polar antennae on new longer poles to replace existing

Ref: 01/00472/FUL **Decision:** PERFPP **Decision Date:** 24 July 2001
Description: Installation of telecommunications equipment to include 6 wall mounted antennae, steel supports, 1 equipment cabin (internal), 2 dishes and associated equipment

Ref: 02/00554/FUL **Decision:** PERFPP **Decision Date:** 8 August 2002
Description: Erection of equipment cabin on platform above existing store buildings

Ref: 19/00091/FULMAJ **Decision:** PCO **Decision Date:** Pending
Description: Demolition of existing building and erection of new commercial buildings

Ref: 19/00317/NOT **Decision:** PERTEL **Decision Date:** 14 May 2019
Description: Notice of intention to install 3 no. antennas on roof.

RELEVANT POLICIES: In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Local Plan 2012-2026 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposal has had regard to guidance contained within the National Planning Policy Framework (the Framework) and the development plan. The specific policies/guidance considerations are contained within the body of the report.

Suggested conditions

No.	Condition
1.	The proposed development must be begun not later than three years from the date of this permission.

	Reason: Required to be imposed by Section 51 of the Planning and Compulsory Purchase Act 2004.																																				
2.	<p>The development hereby permitted shall be carried out in accordance with the following approved plans:</p> <table border="1"> <thead> <tr> <th>Title</th> <th>Drawing Reference</th> <th>Received date</th> </tr> </thead> <tbody> <tr> <td>Site location plan</td> <td>DWG NO: 18046-051</td> <td>01 February 2019</td> </tr> <tr> <td>Ground and first floor plans</td> <td>DWG NO: 18046-200</td> <td>01 February 2019</td> </tr> <tr> <td>Second and third floor plans</td> <td>DWG NO: 18046-201</td> <td>01 February 2019</td> </tr> <tr> <td>Forth and fifth floor plans</td> <td>DWG NO: 18046-202</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed front elevations</td> <td>DWG NO: 18046-203</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed rear elevation</td> <td>DWG NO: 18046-204</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed side elevations</td> <td>DWG NO: 18046-205</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed sections</td> <td>DWG NO: 18046-206</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed site plan</td> <td>DWG NO: 18046-199</td> <td>01 February 2019</td> </tr> <tr> <td>Proposed new column positions</td> <td>DWG NO: 18046-502</td> <td>09 May 2019</td> </tr> <tr> <td>Proposed new column positions</td> <td>DWG NO: 18046-503</td> <td>09 May 2019</td> </tr> </tbody> </table> <p>Reason: For the avoidance of doubt and in the interests of proper planning</p>	Title	Drawing Reference	Received date	Site location plan	DWG NO: 18046-051	01 February 2019	Ground and first floor plans	DWG NO: 18046-200	01 February 2019	Second and third floor plans	DWG NO: 18046-201	01 February 2019	Forth and fifth floor plans	DWG NO: 18046-202	01 February 2019	Proposed front elevations	DWG NO: 18046-203	01 February 2019	Proposed rear elevation	DWG NO: 18046-204	01 February 2019	Proposed side elevations	DWG NO: 18046-205	01 February 2019	Proposed sections	DWG NO: 18046-206	01 February 2019	Proposed site plan	DWG NO: 18046-199	01 February 2019	Proposed new column positions	DWG NO: 18046-502	09 May 2019	Proposed new column positions	DWG NO: 18046-503	09 May 2019
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3.	<p>The parking and associated manoeuvring and access facilities shown on the plans hereby approved shall be surfaced or paved, drained and marked out and made available in accordance with the approved plan prior to the occupation of any of the dwellings hereby approved; such parking facilities shall thereafter be permanently retained for that purpose (notwithstanding the Town and Country Planning (General Permitted Development) (England) Order 2015).</p> <p>Reason: To ensure provision of adequate off-street parking facilities within the site.</p>																																				
4.	<p>Prior to the commencement of development, other than demolition works, samples of all external facing and roofing materials (notwithstanding any details shown on previously submitted plan(s) and specification) shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved.</p> <p>Reason: To ensure that the materials used are visually appropriate to the locality.</p>																																				
5.	<p>Prior to any works commencing, other than demolition, details of the proposed fenestration (windows, doors and other joinery), to include full details at a scale of not less than 1:10 shall be submitted to and agreed in writing by the Local Planning Authority. All works shall then be undertaken strictly in accordance with the details as approved.</p> <p>Reason: To maintain the integrity of the historic building.</p>																																				
6.	<p>Prior to the commencement of any development, other than demolition, full details of the alignment, height and appearance of all fences and walls to be erected to</p>																																				

	<p>the site boundaries (notwithstanding any such detail shown on previously submitted plan(s)) shall have been submitted to and approved in writing by the Local Planning Authority. No building shall be occupied or land used pursuant to this permission before all walls and fences have been erected in accordance with the approved details. Fences and walls shall thereafter be retained in accordance with the approved details at all times.</p> <p>Reason: To ensure a visually satisfactory form of development and to protect the amenities of occupiers of nearby property</p>
7.	<p>No development shall take place until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological recording and analysis. This must be carried out in accordance with a written scheme of investigation, which shall first have been submitted to and agreed in writing by the Local Planning Authority.</p> <p>Reason: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the building.</p>
8.	<p>No part of the development hereby approved shall commence, other than demolitions, until a scheme for the construction of the site access and the off-site works of highway improvement has been submitted to and approved by the Local Planning Authority in consultation with the Highway Authority.</p> <p>Reason: In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway scheme/works are acceptable before work commences on site.</p>
9.	<p>No part of the development hereby approved shall be occupied or opened for trading until the approved scheme for the construction of the site access and the off-site works of highway improvement has been constructed and completed in accordance with the scheme details.</p> <p>Reason: In order that the traffic generated by the development does not exacerbate unsatisfactory highway conditions in advance of the completion of the highway scheme/works.</p>
10.	<p>Prior to the commencement of development a Construction Traffic Management Plan (CTMA) shall be submitted to and approved in writing by the Local Planning Authority (in conjunction with the highway authority). The CTMA to include the following provisions:-</p> <ol style="list-style-type: none"> a) The parking of vehicles of site operatives and visitors; b) Loading and unloading of plant and materials used in the construction of the development; c) Storage of such plant and materials; d) Wheel washing and road sweeping facilities, including details of how, when and where the facilities are to be used; e) Periods when plant and materials trips should not be made to and from the site (mainly peak hours but the developer to identify times when trips of this nature should not be made) f) Routes to be used by vehicles carrying plant and materials to and from the site; g) Measures to ensure that construction and delivery vehicles do not impede access to adjoining properties. <p>Reasons: to protect existing road users and to maintain the operation and safety of the local highway network and to minimise the impact of the construction works on the local highway network.</p>
11.	<p>No development shall commence, other than demolition, until details of the design, based on sustainable drainage principles, and implementation of an appropriate</p>

	<p>surface water sustainable drainage scheme have been submitted to and approved in writing by the local planning authority.</p> <p>Those details shall include, as a minimum:</p> <ul style="list-style-type: none"> a) Information about the lifetime of the development, design storm period and intensity (1 in 30 & 1 in 100 year + allowance for climate change see EA advice Flood risk assessments: climate change allowances'), discharge rates and volumes (both pre and post development), temporary storage facilities, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of floor levels in AOD; b) In accordance standard S3 and S5 of the Non-statutory technical standards for sustainable drainage systems 2015, the drainage strategy should demonstrate that the surface water run-off must be as close as reasonable practicable to greenfield runoff rate from the development. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. c) A plan showing flood water exceedance routes, both on and off site; d) A timetable for implementation, including phasing as applicable; e) Evidence of an assessment of the site conditions to include site investigation and test results to confirm infiltrations rates; f) Details of water quality controls, where applicable. <p>The scheme shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the drainage system shall be retained, managed and maintained in accordance with the approved details.</p> <p>Reasons</p> <ul style="list-style-type: none"> 1. To ensure that the proposed development can be adequately drained. 2. To ensure that there is no flood risk on or off the site resulting from the proposed development.
12.	<p>No development shall commence, other than demolition, until details of an appropriate management and maintenance plan for the sustainable drainage system for the lifetime of the development have been submitted which, as a minimum, shall include:</p> <ul style="list-style-type: none"> a) The arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by Management Company b) Arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as: <ul style="list-style-type: none"> i. on-going inspections relating to performance and asset condition assessments ii. operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime; c) Means of access for maintenance and easements where applicable. <p>The plan shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the sustainable drainage system shall be managed and maintained in accordance with the approved details.</p> <p>Reasons</p> <ul style="list-style-type: none"> 1. To ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development 2. To reduce the flood risk to the development as a result of inadequate

	<p>maintenance</p> <p>3. To identify the responsible organisation/body/company/undertaker for the sustainable drainage system.</p>
13.	<p>Due to past processes and activities at or adjacent to the above site, there is a potential for ground contamination. Due to the proposed sensitive end-use, no development, other than demolition, shall take place until:</p> <p>a) a methodology for investigation and assessment of ground contamination has been submitted to and agreed in writing with the Local Planning Authority. The investigation and assessment shall be carried in accordance with current best practice including British Standard 10175:2011 Investigation of potentially contaminated sites - Code of Practice. The objectives of the investigation shall be, but not limited to, identifying the type(s), nature and extent of contamination present to the site, risks to receptors and potential for migration within and beyond the site boundary;</p> <p>b) all testing specified in the approved scheme (submitted under a) and the results of the investigation and risk assessment, together with remediation proposals to render the site capable of development have been submitted to the Local Planning Authority;</p> <p>c) the Local Planning Authority has given written approval to any remediation proposals (submitted under b), which shall include an implementation timetable and monitoring proposals. Upon completion of remediation works a validation report containing any validation sampling results shall be submitted to the Local Authority.</p> <p>Thereafter, the development shall only be carried out in full accordance with the approved remediation proposals.</p> <p>Should, during the course of the development, any contaminated material other than that referred to in the investigation and risk assessment report and identified for treatment in the remediation proposals be discovered, then the development should cease until such time as further remediation proposals have been submitted to and approved in writing by the Local Planning Authority.</p> <p>Reason: to ensure the site is suitable for the proposed end-use.</p>
14.	<p>The cycle store shall be kept freely available for the storage of cycles at all times and shall not be used for any other purpose.</p> <p>Reason: To ensure adequate provision is made and maintained for the parking of cycles.</p>
15.	<p>Prior to the construction/provision of any services, a strategy to facilitate super-fast broadband for future occupants of the site shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall seek to ensure that upon occupation of a dwelling, either a landline or ducting to facilitate the provision of a super-fast broadband service to that dwelling from a site-wide network, is in place and provided as part of the initial highway works within the site boundary only.</p> <p>Reason: To ensure a sustainable form of development.</p>
16.	<p>The development shall not commence until an Employment and Skills Plan that is tailored to the development and will set out the employment skills opportunities for the construction phase of the development has been submitted to and approved by the council as Local Planning Authority (unless otherwise agreed in writing by the council). The development shall be carried out in accordance with the Employment and Skills Plan (in the interests of delivering local employment and skills training opportunities in accordance with Core Strategy Policy 15: Skills and Economic Inclusion).</p>

	<p>Reason: In the interests of delivering local employment and skills training opportunities as per the Central Lancashire Core Strategy Policy 15: Skills and Economic Inclusion and the Central Lancashire Employment Skills Supplementary Planning Document September 2017. No Employment and Skills Plan was submitted with the application.</p>
17.	<p>A scheme for the landscaping of the development and its surroundings shall be submitted prior to the commencement of the development, other than demolition. These details shall include the types and numbers of trees and shrubs to be planted, their distribution on site, those areas to be seeded, paved or hard landscaped; and detail any changes of ground level or landform, proposed finished levels, means of enclosure, minor artefacts and structures. The scheme should include a landscaping/habitat creation and management plan which should aim to contribute to targets specified in the UK and Lancashire Biodiversity Action Plans. Landscaping proposals should comprise only native plant communities appropriate to the natural area.</p> <p>All hard and soft landscape works shall be carried out in accordance with the approved details within the first planting and seeding seasons following the occupation of any buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.</p> <p>Reason: To ensure that a satisfactory landscaping scheme for the development is carried out to mitigate the impact of the development and secure a high quality design.</p>