

APPLICATION REPORT – 19/01035/FULMAJ

Validation Date: 14 November 2019

Ward: Adlington And Anderton

Type of Application: Major Full Planning

Proposal: Reconstruction of industrial building at bays 1-5 and bays 1A-3A following demolition of existing fire damaged structure, with composite cladding to be applied to all external elevations.

Location: Fairport Engineering Adlington Mill Market Place Adlington Chorley PR7 4EZ

Case Officer: Mr Iain Crossland

Applicant: Mr Andrew Porter, Fairport Holdings Ltd

Agent: Mr Mark Percival, ArchitectureM

Consultation expiry: 9 December 2019

Decision due by: 13 February 2020

RECOMMENDATION

1. It is recommended that this application is approved subject to conditions.

SITE DESCRIPTION

2. The application site is located within the settlement area of Adlington. Part of the site to the south has been allocated for mixed use housing and employment in the Chorley Local Plan 2012 - 2026, whilst the remaining area is designated as a part of the District and Local Centre.
3. The site is occupied by a mixture of industrial uses and associated administrative functions that have been established on the site for some considerable time. The building consists of 7 industrial warehouse bays adjoined to a buff brick entrance and administration office frontage. The industrial site is situated on Market Place, one of the major transportation routes through the town centre, which comprises of a number of commercial sites. The site is located approximately 150m away from Adlington Rail Station and no more than 100m from bus stops with services in both a northern and southern direction to other local neighbourhoods and towns.
4. The building is not in a usable condition following a disastrous fire that has completely demolished bays 1A/3A and bays 1/5 to the floor slab level. Bay 4 has been heavily damaged but is still standing, however the damage is severe to the point that it cannot be salvaged and is due to be demolished to floor slab level. Bay 5 has remained intact and is structurally integral, however, the outer cladding has been damaged. Further to an inspection of feasibility, it has been decided that bay 5 is to be demolished to slab level and reconstructed. The brick administrative offices and other bays have survived for the most part with the exception of smoke damage in some areas, which is purely cosmetic. The external areas that surround the site, such as the workplace car park to the front of the building and the goods delivery and loading areas to the rear of the site are undamaged and can be re-utilised.

DESCRIPTION OF PROPOSED DEVELOPMENT

5. This application seeks planning permission for the reconstruction of industrial buildings at bays 1-5 and bays 1A-3A following the demolition of the existing fire damaged structure, with composite cladding to be applied to all external elevations.
6. The new structure would match the previously existing bays and includes the extension of bay gables 2A and 3A to match the existing gable of bay 1A. All bays would be stripped of their external cladding and re-clad in two tone horizontal/vertical composite cladding panels.
7. Access to the site already exists via two entrances to the front of building from both Market Street and Back Railway View. Goods vehicles enter the site from the Back Railway View side road and travel around a one way system, which exits on the main road of Market Street. No changes to the access or parking arrangements are proposed.

REPRESENTATIONS

8. Representations have been received from 12 addresses citing the following grounds of objection:
 - Residents of Railway View have a legal right of access through the site to their homes.
 - Businesses that operate within the site are blocking the access making it unsafe for domestic vehicles and pedestrians.
 - The proposed development would increase the potential for blockages to the access.
 - The access difficulties and any increase in traffic movements would have an adverse impact on amenity of nearby occupiers.

CONSULTATIONS

9. Regulatory Services - Environmental Health: Have no objection but recommend details of method of construction are provided in line with the Chorley Council document "Code of Practice for Construction and Demolition" due to proximity to dwellings.
10. Waste & Contaminated Land: Have confirmed that they have no comments to make.
11. Lancashire County Council Highway Services: Have no objections subject to conditions.
12. Environment Agency: Have no objection subject to conditions.
13. Lead Local Flood Authority: No comments have been received.
14. Adlington Town Council: Considered this application at its meeting on 9 December 2019 together with application 19/01036/FULMAJ. The Town Council is concerned about:
 1. The impact of the proposed building works on neighbouring properties which are very close to this site and by the suggestion that some works may already have been carried out, although some of this activity may be linked to the aftermath of the fire.
 2. The scale and size of the proposed development. The Town Council believes that the proposed work should fit into the existing footprint of these premises, so be no bigger in size than the development which existed before the fire. This is to protect the residential amenity of those who live in close proximity to this site.
 3. The implementation of these works, assuming planning consent is granted. Due consideration should be given to minimise any adverse impact to the residents in neighbouring properties throughout the construction process.

PLANNING CONSIDERATIONS

Principle of the development

15. The National Planning Policy Framework (The Framework) is strongly in support of proposals that sustain and enhance economic growth. It states in paragraph 80 that significant weight should be placed on the need to support economic growth through the planning system. The proposed development would replace the facilities that were lost as a

result of the recent fire and would enable the existing business to continue operating, which would support its future.

16. This is complemented by Central Lancashire Core Strategy Policy 10, which seeks to protect existing employment premises and sites.
17. It is noted that Adlington is identified as an Urban Local Service Centre in Policy 1(d) of the Central Lancashire Core Strategy, where some growth and investment is encouraged.
18. Part of the site is allocated for mixed use housing and employment under Chorley Local Plan 2012 – 2026 policy EP1.14/HS1.26, whilst the remaining area is designated as a part of the District and Local Centre under policy EP7. The proposed development does not, however, seek to deviate from the existing use of the land and therefore these policy designations are not applied to the assessment of this application.
19. The Chorley Local Plan 2012-2026 policy EP3 provides guidance for the development of new industrial units and extensions to existing industrial units. This policy sets out a number of criterion to be satisfied by such proposals. An assessment against these criteria is set out as follows:

a) they are of a scale and character that is commensurate with the size of the settlement;

The development is of a scale that is commensurate with the area of the application site and size of the settlement, with the scale of the development replicating that which existed previous to the fire. The design and character would be in keeping with the character of the industrial estate.

b) the site is planned and laid out on a comprehensive basis;

The site has been previously laid out on a comprehensive basis and the proposed development would replace that which has been lost through recent fire damage.

c) the proposal will not prejudice future, or current economic activities within nearby areas;

The proposal would enable the present business to continue operating from the site to the same capacity as it did prior to the fire.

d) the proposal will not cause unacceptable harm e.g. noise, smells to surrounding uses;

The proposed development would not result in any greater impact on noise than was previously the case prior to the buildings being damaged by fire.

e) the site has an adequate access that would not create a traffic hazard or have an undue environmental impact;

The existing access would be retained and unaltered and the scale of the industrial development would be no greater than it was previous to the fire.

f) the proposal will be served by public transport and provide pedestrian and cycle links to adjacent areas;

The application site is well served by public transport with a railway station within 150m. The site is also accessible to a reasonably large catchment by walking or cycling.

g) open storage areas should be designed to minimise visual intrusion;

The application site has historically operated with widespread open storage and the business would continue to operate in the same manner as it did previously. This proposal simply seeks to replace the capacity that was lost in the fire and does not seek to expand.

h) adequate screening is provided where necessary to any unsightly feature of the development and security fencing is located to the internal edge of any perimeter landscaping;

There is very little screening around the perimeter of the site with walls and railings already in situ that would be retained. There is an established strip of landscaping between the car park and Market Place that softens the frontage of the site. Although the development would

be visible and industrial in appearance it would not be out of character in the context of the existing industrial site and would replicate the previous situation in any event.

i) on the edges of industrial areas, where sites adjoin residential areas or open countryside, developers will be required to provide substantial peripheral landscaping;

The industrial site is already well established and has limited space for landscaping. The application seeks consent to replace existing buildings that were damaged by fire and therefore the status quo would essentially be maintained, therefore peripheral landscaping cannot be insisted upon in this instance.

j) the development makes safe and convenient access provision for people with disabilities;
The proposed development would have level access.

k) the buildings are designed, laid out and landscaped to maximise the energy conservation potential of any development, and to minimise the risk of crime;

The buildings are designed, laid out and landscaped in the same way as they were previously in order to meet with the terms of the company's insurance cover.

l) the proposal will not result in surface water, drainage or sewerage related pollution problems; and

There would be no greater impact on surface water, drainage or sewerage related pollution problems than existed previously.

m) the proposal incorporates measures which help to prevent crime and promote community safety.

The buildings are designed, laid out and landscaped in the same way as they were previously in order to meet with the terms of the company's insurance cover.

Impact on neighbour amenity / noise

20. The proposed development would be located just over 20m from the nearest residential properties at Railway View and just over 30m from those at Meadow Street, which is a very close relationship between industrial and residential uses that is not generally desirable. However, such a relationship is not uncommon in more historic employment areas dating back to the times when residential buildings were positioned in amongst factory buildings as a way of accommodating the workforce close to the employer. In this particular situation the industrial site has been in situ for some considerable time and the buildings that did exist have been irreparably damaged by a recent fire. The proposed development simply seeks to replace what was lost, with some improvements to materials. As such the proposed development would have no greater impact on the amenity of the nearby residents over and above that of the historic arrangement.

Impact on character and appearance of the locality

21. The proposed development would be commensurate in the context of the existing site and buildings and in consideration of what existed prior to a recent fire. The proposed development would replicate the previous situation. Following the demolition of any damaged material, the new structure would be built to match the previously existing bays and would include the extension of bay gables 2A and 3A to match the existing gable of bay 1A, which is flush with the external brickwork at ground floor level. This would essentially remodel that part of the roof to consolidate the main roof structure in place of the mixture of roof types that existed previously.

22. All bays would be stripped of their external cladding and re-clad in two tone horizontal/vertical composite cladding panels. The top 1m section of each bay would be clad in horizontal panels colour coded 18B25 Merlin Grey. The bottom portion of each bay would be clad in vertical panels colour coded 18B17 Pigeon Grey. External doors on the rear and side elevations would be clad with composite panels colour coded Forest Green RAL6002. Doors on the front elevation that grant access to the brick built administration block would be left as existing.

23. It is acknowledged that the proposed development would be highly visible, however, it would reflect the prevailing character of the industrial site and existing buildings, and would replicate the previous situation, and would not therefore be incongruous in this context.

Impact on highways/access

24. The submitted application is in relation to the proposed demolition of existing fire damaged structures and the building of a new structure matching the previous. The submitted application includes a Transport assessment (TA), but as the proposed development is of the same scale as previous, the applicant has left out certain aspects of the TA that would have allowed the transport implications of the proposed developments to be more properly considered and, where appropriate, help to identify suitable measures to achieve a sustainable outcome. Nonetheless, LCC Highways considers the amount of information provided adequate.
25. The site is the Adlington Mill complex, which lies to the south east of the junction of Church Street, Market Place and Railway Road. It is bounded to the east by Railway View, which is an un-adopted access road serving residential houses, to the south by the Adlington South Business Park and Cricket Ground, to the west by businesses fronted by Market Place and to the north by an industrial complex. Until a recent fire damage, the application site has operated as an industrial facility.
26. The site has an existing access to Railway Road and two existing accesses to Market Place, i.e., the access to the White Bear Public House car park and the access via Water Street. Deliveries and other HGVs enter the site from Railway Road and travel in one way direction on Railway View and exit onto Market Place from Water Street. The applicant proposes to retain use of the accesses in association with the reconstructed site. While there are no highway objections to the retention of the accesses, it should be noted that Railway View and Water Street are un-adopted access roads and do not form part of the applicant's boundary.
27. LCC Highways are concerned that the applicant is not using the opportunity of rebuilding the site to improve the layout of the existing accesses. The access to Railway Road is currently of poor geometry, unnecessarily wide and with no defined pedestrian walking areas, while the access to the White Bear Public House car park from Market Place has no footways going into the car park and due to the vehicle passageway not being properly aligned, the existing footway is overrun at the risk of pedestrians by vehicles entering the car park.
28. The applicant proposes 110 off-street car parking spaces including an unspecified number of disabled spaces, which reflects the current situation. However, as a site plan has not been submitted showing the layout of the parking spaces, LCC highways have been unable to verify the actual number of spaces that can be accommodated on site and whether the proposed number based on the scale and use of the proposed buildings is compliant with the Council's parking standards as set out in policy ST4 of the Chorley Local Plan 2012-2026.
29. LCC highways have requested the submission of a site layout showing clearly marked parking spaces and manoeuvring areas to allow for effective use of the spaces including proposed areas for servicing, motorcycle parking, refuse and cycle storage. In this instance, however, the applicant is simply seeking to replace buildings and capacity that has been lost following the recent fire and, therefore, the parking and servicing requirements would be no greater than they were previously and the arrangements would not alter. It not, therefore, considered that the provision of a defined parking layout is necessary in this instance.
30. Overall LCC highways consider that the proposal is acceptable from highway perspective.

Other matters

31. *Residents of Railway View have a legal right of access through the site to their homes:* The grant of planning permission does not override any legal rights of access.

32. *Businesses that operate within the site are blocking the access making it unsafe for domestic vehicles and pedestrians:* The access to properties at Railway View is outside of the application site, and it is understood that the business operating adjacent to the access that is allegedly causing blockages is separate to that which occupies the application site.

CONCLUSION

33. The proposed development would improve the appearance of the site in that it would address recent fire damage and result in the rebuilding of the structures to replicate the scale of the previous development as it stood prior to a recent fire. There would be no unacceptable detrimental impact on the amenity of neighbouring occupiers over and above the historic situation. In addition, the highway impacts would be remain constant, whilst the proposal would secure the functions of the business and contribute to economic development within the Borough. On the basis of the above, it is recommended that planning permission be granted.

RELEVANT HISTORY OF THE SITE

Ref: 99/00776/FUL **Decision:** PERFPF **Decision Date:** 23 November 1999
Description: Erection of 3 chimneys to existing building,

Ref: 00/00038/FUL **Decision:** PERFPF **Decision Date:** 23 February 2000
Description: Three extraction chimneys,

Ref: 01/00298/FUL **Decision:** PERFPF **Decision Date:** 20 June 2001
Description: Single storey dock leveller extension,

Ref: 19/01036/FULMAJ **Decision:** PCO **Decision Date:** Pending
Description: Erection of temporary warehouse building (retrospective)

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.	<p>The proposed development must be begun not later than three years from the date of this permission.</p> <p><i>Reason: Required to be imposed by Section 51 of the Planning and Compulsory Purchase Act 2004.</i></p>																					
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>Location plan</td> <td>462-001</td> <td>14 November 2019</td> </tr> <tr> <td>Ground floor plan</td> <td>462-201</td> <td>14 November 2019</td> </tr> <tr> <td>Roof plan</td> <td>462-202 Rev.A</td> <td>19 December 2019</td> </tr> <tr> <td>North West Elevation</td> <td>462-210</td> <td>14 November 2019</td> </tr> <tr> <td>South West Elevation</td> <td>462-212</td> <td>14 November 2019</td> </tr> <tr> <td>South East Elevation</td> <td>462-213</td> <td>14 November 2019</td> </tr> </tbody> </table> <p><i>Reason: For the avoidance of doubt and in the interests of proper planning.</i></p>	Title	Drawing Reference	Received date	Location plan	462-001	14 November 2019	Ground floor plan	462-201	14 November 2019	Roof plan	462-202 Rev.A	19 December 2019	North West Elevation	462-210	14 November 2019	South West Elevation	462-212	14 November 2019	South East Elevation	462-213	14 November 2019
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3.	<p>The external facing materials, detailed on the approved plans, shall be used and no others substituted unless alternatives are first submitted to and agreed in writing by the Local Planning Authority, when the development shall then be carried out in accordance with the alternatives approved.</p> <p><i>Reason: To ensure that the materials used are visually appropriate to the locality.</i></p>
4.	<p>If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to, and approved in writing by, the local planning authority. The remediation strategy shall thereafter be implemented as approved.</p> <p><i>Reason: To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site.</i></p>
5.	<p>Before the use of the site hereby permitted is brought into operation and for the full period of construction, facilities shall be provided within the site by which means the wheels of vehicles may be cleaned before leaving the site.</p> <p><i>Reason: To avoid the possibility of the public highway being affected by the deposit of mud and/or loose materials thus creating a potential hazard to road users.</i></p>
6.	<p>No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:</p> <ol style="list-style-type: none"> i. the parking of vehicles of site operatives and visitors ii. hours of operation (including deliveries) during construction iii. loading and unloading of plant and materials iv. storage of plant and materials used in constructing the development v. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate vi. wheel washing facilities vii. measures to control the emission of dust and dirt during construction viii. a scheme for recycling/disposing of waste resulting from demolition and construction works ix. details of construction including vehicle routing to the site <p><i>Reason: In the interests of highway safety and to protect the amenities of the nearby residents.</i></p>