

Item A. 7 06/00602/REMAJ Approve Reserved Matters

Case Officer Mr Neil Higson

Ward Astley And Buckshaw

Proposal Reserved Matters Application for the erection of 9,821 Sq m building for B2/B8 use with ancillary parking areas and landscaping,

Location Site 3 Buckshaw Avenue Buckshaw Village Lancashire

Applicant Helioslough Ltd

Proposal The proposal is a reserved matters application by Helioslough Ltd for the erection of an industrial building to include ancillary offices and associated access, car and lorry parking, hard standing and landscaping on Site 3 of the Strategic Regional Site (SRS). The SRS was granted Outline Planning Permission (OPP) under reference 04/00882/OUTESM.

The site has an area of 1.99ha and will be accessed from the link road proposed in the Outline SRS, which is some considerable way towards completion. The link road connects with the A6 opposite the Sea View public house and through to Buckshaw Village to connect with Central Avenue near Buckshaw Hall.

The building is a high bay warehouse design with a height of 14.3m to the top of the parapet, being approximately 75m long and 117.5m wide providing a total of approximately 9,821 sq m (106,000 sq ft) of floor space. This will include 1,712 sq m (18,000 sq ft) in the form of storage and ancillary offices across 2 floors internal to the warehouse located at the south-east corner of the building. The warehouse will be clad in a combination of horizontal profiled sinusoidal cladding in colour coat Prisma Aquarius and composite waveform flat panel steel cladding in Metallic Silver. The office element will be faced in a combination of blue anti sun glazing, horizontal profiled sinusoidal cladding in grey aluminium and curtain walling with dark grey feature transoms. The roof is set behind a deep overhanging parapet having feature columns to the primary elevation, which faces the link road and contains the office element with the main pedestrian entrance.

The site is accessed directly off the link road with staff car parking being separated from service vehicles, into two distinct areas. To the front (south) is a car park to accommodate 84 vehicles. To the side (west) is a service yard providing parking for 12 HGV's and providing access to 10 delivery bays within this elevation. Landscaping buffer between the service yard and Plot 5 to the west would be to a depth of 25m. The southern elevation is further reinforced with additional tree planting between the staff car park and lake, plus shrub planting and hard surfacing with the lakes and the double boulevard of trees being provided under the terms of the OPP for the SRS.

The future occupier is not yet known and the application is therefore made on a speculative basis and along with the proposed unit on Plot 3 reported elsewhere on this agenda

represents a £15 million investment. The unit will be actively marketed to users within either Class B2 (General Industrial) or B8 (Storage and Distribution). Using the English Partnerships "Employment Densities" guide it is suggested that this development could provide between 123 and 290 jobs depending upon the end user.

Planning Policy

The Strategic Regional Site is a major developed site in the Green Belt (Policy DC6). It is allocated as a Regional Investment Site in the Chorley Borough Local Plan Review (Policy EM1A) and Joint Lancashire Structure Plan (Policy 15). Other relevant policies include:

Chorley Borough Local Plan Review

- GN5 – Building Design
- EM1A – Regional Investment Site
- EM2 – Development Criteria for Industrial / Business Development
- EP18 – Surface water run off
- EP20 – Noise
- EP21A – Light Pollution
- TR4 – Highway Development Control Criteria
- TR8 – Parking Provision Levels
- TR11 – Bus Services
- TR18 – Provision for Pedestrians and Cyclists in New Developments

Joint Lancashire Structure Plan

- Policy 7 – Traffic and Parking
- Policy 15 – Regional Investment Site

Planning History

04/00029/FULMAJ - Remediation and reclamation earth works. Approved 28 April 2004.

02/00748/OUTMAJ - Modification of conditions on outline permission for mixed use development (housing, employment, shopping, leisure & commercial uses, open spaces, roads, sewers, community facilities, road improvements & rail station) – 16/12/02.

04/00882/OUTESM - Outline application for employment development including full details of a link road – 23/12/04.

06/00589/REMMAJ - Erection of regional distribution centre, including warehouse/storage, ancillary offices, car and lorry parking, access and part circulation space, gatehouse, MHE store and fuel point (site area 6.6 Ha) – not yet determined.

06/00590/REMMAJ - Part gatehouse, circulation space, MHE store and fuel point, associated with the erection of Regional Distribution Centre (Site area 1.0 Ha) – not yet determined.

06/00601/REMMAJ – Site 2 - Reserved Matters Application for the erection of 18,353 Sq m building for B2/B8 use with ancillary parking areas and landscaping – not yet determined.

Applicant's Case

The applicant makes the following points in support of the

proposal:

- Plot 2 is in north east of the wider Revolution Park and forms part of the eastern gateway.
- The proposal (along with Plot 2) represents a £15 million investment to bring forward the evolution of the SRS.
- The scale and form of the development is as envisaged by the original Masterplan and delivers the requirements of the Section 106.
- As a speculative application the proposal is fundamental to the ultimate success of Revolution Park establishing the tone for the rest of the development of functional high quality buildings in extensive landscaped setting characterised by boulevard avenue planting and formal water features.
- Overall Revolution Park will comprise of a cluster of industrial buildings ranging from 34,000 sq m on site 6/8 to just over 9,000 on site 3. It is intended to establish a qualitative benchmark for B2/B8 development nationally to attract major inward investment of high quality end users to Chorley.
- A holistic design approach to all buildings will create a strong overriding design theme, elevational treatments and selection of a limited palette of high quality materials, colours and textures.
- The development will follow a commitment to sustainable development with a number of measures proposed to enhance the environmental performance of the building. It is also proposed to seek Secured by Design accreditation and DDA compliance on access.

Representations Three letters have been received objecting to the proposal on the following grounds:

- Increase in the general traffic flow including heavy lorries etc onto the A6 Preston Road;
- Increase in traffic noise, which has become far more apparent since the works at the new Sea View junction causing traffic to back up towards Hartwood. Traffic stopping at this new traffic light junction will mean this will be permanent;
- Increased pollution and impact on health;
- Concerned over 24 hour working and therefore disturbance through the night;
- The proposed size of the development is vastly out of proportion with the surroundings and is not in character with the culture or history of the area;
- Impact on privacy;
- Affect on safety and car parking of properties fronting onto Preston Road;
- These proposals will undoubtedly be at the expense of trees and green areas which are rich in nature and wildlife;
- The cladding should be green or brown in this residential Green Belt area;

Consultations

The Head of Public Space Services (Highways) – Pedestrian refuge required in junction bell mouth.

Lancashire County Council (Planning) make the following comments:

- Policy 15 of the Structure Plan states that the Regional Investment Site should be used “primarily for high quality generic manufacturing uses and knowledge-based industries”. I am aware that outline planning permission was granted for the site with a Section 106 Agreement requiring not less than 40% of the site is to be used for High Quality Generic Manufacturing uses and Knowledge Based Industry. In view of this it is considered that this application on its own would be acceptable in terms of Structure Plan Policy provided it will not prejudice this threshold.
- It is considered that an area-wide Travel Plan for the whole of the Regional Investment Site should be provided and a more specific travel plan for this proposal that ties in with the wider area plan.
- The overall level of parking is considered to be considered acceptable in terms of Joint Lancashire Structure Plan “Parking Standards” however, the proposals do not appear to contain a satisfactory level of mobility impaired and parent/child parking and no provision appears to have been made for cycles or motorcycles. Parking for the mobility impaired and Parent/child parking should be a minimum of 1 per 10 car spaces. Motorcycles should be at a minimum of 1 per 25 car spaces, while provision for bicycles should be at a minimum of 1 per 10 spaces. Such provision should include long-stay covered secure parking.
- Lancashire Planning Officers Society has produced a draft policy paper on Planning Obligations, which is being used to calculate transport contributions. Using the methodology contained within a developer contribution of £264,989.70 should be sought towards transport improvements. However, in view of the fact that this application is for reserved matters and that measures are already in place to provide footpaths/cycle paths, bus stops etc it is recommended that a minimum funding of £700,000 is sought towards the funding of a bus service from the whole site.

Environment Agency has no objection in principle to the development but suggests a number of conditions.

North West Regional Development Agency states that strategic regional sites should act as flagship developments for the North West. Standards of design, energy conservation, landscaping, quality of construction and urban design should ensure that all new development at the site contributes positively to environmental quality. The S106 Agreement attached to the outline requires that no less than 40% of the SRS is to be used for high quality generic manufacturing uses knowledge-based industry. The proposal represents a significant investment in the Central Lancashire sub-region with the potential to

create 300 jobs. Subject to the 40% requirement being met, the Agency wishes to express support for the proposals, which are consistent with Action 80 in the Regional Economic Strategy (RES) and will contribute to the delivery of the Agency's objectives for the SRS.

Health and Safety Executive (Explosives Directorate) – No objections.

Director of Streetscene, Neighbourhoods and Environment – no objections.

Coal Authority – standing advice.

Assessment

Principle of the use

The site constitutes plot 3 on the Regional Investment Site identified in Regional Planning Guidance for the North West. This designation is carried through into Policy 15 of the Joint Lancashire Structure Plan which states that land will continue to be allocated at Royal Ordnance Euxton primarily for high quality generic manufacturing uses and knowledge based industry. The policy also requires development to have high standards of development quality, urban design, landscaping and energy conservation co-ordinated by a masterplan. The designation is further carried through to the Chorley Borough Local Plan Policy EM1A which reserves land for strategic investment of regional significance, and lists a number of criteria that proposal should comply with including the scale of development, impact on surroundings and nearby occupiers, satisfactory vehicular access, occupation by a limited number of occupiers, comprehensive planning for the site as a whole, and safe links for pedestrians and cyclists.

This site constitutes approximately 1.99ha, which equates to approximately 4% of the RIS. The use is a mixture of B1 ancillary office use and either B2 (General Industrial) or B8 storage and distribution. Policy 15 advises that the RIS should be used *primarily* for generic manufacturing uses and knowledge based industry, the B8 element of this proposal does not fit within this description, however the S106 Agreement forming part of OPP requires not less than 40% of the overall site to be used for High Quality Generic Manufacturing uses and Knowledge Based Industry. In view of this it is considered that this application on its own would be acceptable in terms of Structure Plan Policy provided it will not prejudice this threshold. When added to the B8 element already permitted and nearly completed on Site 1 for LEX the proposal will result in just less than 25% of the site being used for B8 and therefore does not conflict with Policy 15. What also must be taken into consideration is the speculative B2/B8 application on plot 2 and the Wolseley RDC on plots 6/8 reported elsewhere on this agenda and if permission were to be granted for B8 uses on those sites would that combined with Lex go beyond the 60% threshold for the overall site. It has been calculated that this figure would be approximately 48% and therefore still within the terms of the S106 requirements but would mean all subsequent plots would need to constitute predominantly generic manufacturing uses and knowledge based industry.

Green belt issues

Policy 6 of the Joint Lancashire Structure Plan and Policy DC1 of the Chorley Borough Local Plan Review show this site to be within the Green Belt. Policy DC1 advises that planning permission will not be granted, except in very special circumstances for development other than agriculture, forestry, recreational facilities, cemeteries, the re-use

of buildings, replacement dwellings and affordable housing in certain circumstances, and the redevelopment of Major Developed Sites in accordance with Policy DC6. The application site is within the Major Developed Site designation.

Policy DC6 contains a number of criteria that the redevelopment of Major Developed Sites should address. These advise that the development should not have a materially greater impact than the existing use on the openness of the Green Belt; that it is in scale and keeping with the main features of the landscape; that it does not exceed the height of the existing buildings; that it contributes to the objectives for the use of land in Green Belts; that the appearance of the site is maintained or enhanced in the context of a comprehensive long term plan; the buildings are of permanent construction; and the buildings do not occupy a larger area than the buildings they replace.

The landscape of the Royal Ordnance site is essentially a very artificial one, having been subject to massive earth movements to form underground bunkers and blast mounds with a variety of buildings and infrastructure. Much of the site has now been cleared and remediated, which because of the previous use of the site has required the reforming of the landscape as part of the remediation process. The site has also been closed to public access for more than 60 years. The proposed height of building (14m) will exceed the highest previous buildings on the site, which were around 10m high. However, I am satisfied that the form of development shown as part of the overall Masterplan for the RIS detailed in the Outline application (04/00882/OUTMAJ), with vistas containing large open water features, the quality of the landscaping design proposed, the introduction of public access by road and an extensive network of recreational routes, will ensure that this proposal accords with the intentions of Policy DC6.

I am satisfied that this does not conflict with the aims of Green Belt policy as expressed in Policy DC1.

Design, layout and relationship to surrounding uses

Policy 15 of the Joint Lancashire Structure Plan and Policy GN5 of the Chorley Borough Local Plan Review require developments on this site to achieve a high standard of development quality and urban design. Policy EM2 of the Chorley Borough Local Plan Review requires proposals for new business and storage and distribution uses to satisfy a number of criteria relating to site layout, relationship with surrounding uses, public transport and pedestrian and cycle access, landscaping, surface water and drainage and prevention of crime.

The proposal is a reasonably large building with an extensive area of hardstanding and car parking around it. A building design has been achieved by breaking up the bulk with elevational treatments and differently profiled materials of a higher quality than is standard for buildings of this nature. The site is laid out on a comprehensive basis and fully accords with the Masterplan submitted under the Outline application for the RIS. Ancillary structures are located to the rear of the building, and extensive areas of landscaping around the site are proposed. Conditions are proposed which will control the quality of materials to be used. I am satisfied that the proposal as amended complies with Structure Plan Policy 15 and Chorley Borough Local Plan Review Policies GN5 and EM2.

Environmental and landscape impacts

Landscaping to the road corridor is to be carried out under the terms of the OPP with detailed buffer planting indicated within the plot to the west and southern boundaries. It has been suggested by LCC and Chorley's in house landscape officer that more native species are incorporated into the proposed landscaping schemes and a condition will be imposed accordingly. In terms of noise impacts from the operation of this particular business, I am satisfied that the distance of the site from the nearest noise-sensitive properties is such that there will not be an unacceptable level of noise disturbance, and the proposal therefore complies with Policy EP20. A condition will ensure that detailed lighting proposals comply with Policy EP21A.

Transportation and highways

The site will be accessed from the new link road, which runs through from the A6 at its junction near the Sea View PH to Central Avenue adjacent to Buckshaw Hall.

Policies TR4 and TR18 require new developments to provide safe and adequate access for road users cyclists and pedestrians. Comments made by Lancashire County Council in relation to the need for comprehensive travel plans are noted and the request has been passed on to the applicants. It is difficult to provide a travel plan that addresses the whole of the SRS as the entire range of end users is not yet known, however it is considered that as the end users of this proposal is known then a travel plan can be produced which relates to this unit and an appropriate condition will be attached requiring the submission of such. In terms of the reference to the need for a commuted sum for public transport provision there was no such requirement at the outline stage and it would be unreasonable to introduce such a demand now at reserved matters stage. Policy 7 of the Joint Lancashire Structure Plan advises that parking provision for new development will be expected to meet the relevant standards. A level of car parking in accordance with the JLSP parking standards is to be provided however; there do not appear to be any mobility spaces, cycle or motorcycle parking as required by the adopted parking standards. Amended plans have been requested. I am satisfied that following the submission of the amended drawings the proposal will comply with Policies TR4 and TR18.

Conclusion This is a speculative proposal and will provide between 123 and 290 new jobs depending on whether the end user is B2 or B8. It will further development of the Regional Investment Site and fulfill the objectives in Regional Planning Guidance for the North West, the Lancashire Structure Plan and the Chorley Borough Local Plan. The development will provide economic and employment benefits for the Borough. It is recommended that permission is granted subject to the conditions stated below.

Recommendation: Approve Reserved Matters Conditions

1. The approved plans are:

Plan Ref.	Received On:	Title:
900/104 Rev F	14/06/06	Detailed Design (Landscaping)
889/11 Rev A	23/05/06	Site Edged Red
12205-PL301 Rev A	13/06/06	Site Plan
12205-PL300 Rev A	13/06/06	Masterplan

12205-PL302 Rev A	13/06/06	Proposed Elevations
12205-PL303	23/05/06	Office Plans
12205-PL304	23/05/06	Detailed elevations and sections
12205-PL305 Rev A	13/06/06	Proposed Elevations
12205-PL306 Rev A	13/06/06	Proposed Sections

Reason: To define the permission and in the interests of the proper development of the site.

2. Before the development hereby permitted is first occupied, provision for cycle parking provision, in accordance with details to be first agreed in writing with the Local Planning Authority, shall have been made.

Reason : To ensure adequate on site provision for cycle parking and in accordance with Policy No. TR18 of the Adopted Chorley Borough Local Plan Review.

3. Before the development hereby permitted is first commenced full details of existing and proposed ground levels and proposed building slab levels (all relative to ground levels adjoining the site) shall have been submitted to and approved in writing by the Local Planning Authority, notwithstanding any such detail shown on previously submitted plan(s). The development shall only be carried out in conformity with the approved details.

Reason: To protect the appearance of the locality, in the interests of the amenities of local residents and in accordance with Policy Nos. GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

4. Before the development hereby permitted is first commenced, full details of the position, height and appearance of all fences and walls to be erected to 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.

Reason: To ensure a visually satisfactory form of development, to protect the amenities of occupiers of nearby property and in accordance with Policy Nos. GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

5. Before the development hereby permitted is first commenced full details of lighting proposals for the site shall have been submitted to and approved in writing by the Local Planning Authority, notwithstanding any such detail shown on previously submitted plan(s). The development shall only be carried out in conformity with the approved details.

Reason: To protect the appearance of the locality, to prevent light pollution, in the interests of public safety and crime prevention and in accordance with Policy Nos. GN5, EM2 and EP21A of the Adopted Chorley Borough Local Plan Review.

6. Prior to the first use of the development hereby permitted, a Business Travel Plan shall be submitted to and approved in writing by, the local planning authority. The measures in the agreed Travel Plan shall then thereafter be complied with unless otherwise agreed in writing by the Local Planning Authority.

Reason: To reduce the number of car borne trips and to encourage the use of public transport and to accord with Policies TR1 and TR4 of the Adopted Chorley Borough Local Plan Review.

7. Surface water must drain separate from the foul and no surface water will be permitted to discharge to the foul sewerage system.

Reason: To secure proper drainage and in accordance with Policy Nos. EP17 and EM2 of the Adopted Chorley Borough Local Plan Review.

8. No development shall take place until a scheme of landscaping has been submitted to and approved in writing by the Local Planning Authority, notwithstanding any such detail which may have previously been submitted. The scheme shall indicate all existing trees and hedgerows on the land; detail any to be retained, together with measures for their protection in the course of development; indicate 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.

Reason: In the interests of the amenity of the area and in accordance with Policies GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

9. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in 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, unless the Local Planning Authority gives written consent to any variation.

Reason: In the interest of the appearance of the locality and in accordance with Policies GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

10. The development hereby permitted shall not commence until samples of all external facing materials to the proposed building(s) (notwithstanding any details shown on previously submitted plan(s) and specification) have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out using the approved external facing materials.

Reason: To ensure that the materials used are visually appropriate to the locality and in accordance with Policy Nos. GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

11. The development hereby permitted shall not commence until full details of the colour, form and texture of all hard ground- surfacing materials (notwithstanding any such detail shown on previously submitted plans and specification) have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in conformity with the approved details.

Reason: To ensure a satisfactory form of development in the interest of the visual amenity of the area and in accordance with Policy Nos. GN5 and EM2 of the Adopted Chorley Borough Local Plan Review.

12. Before the development hereby permitted is first occupied, the car park and vehicle manoeuvring areas shall be surfaced or paved, drained and marked out all in accordance with the approved plan. The car park and vehicle manoeuvring areas shall not thereafter be used for any purpose other than the parking of and manoeuvring of vehicles.

Reason: To ensure adequate on site provision of car parking and manoeuvring areas and in accordance with Policy No. TR8 of the Adopted Chorley Borough Local Plan Review.

13. The development of the site should be carried out in accordance with the approved Method Statement.

Reason: To ensure that the development complies with approved details in the interests of the protection of Controlled Waters.

14. 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 the developer has submitted and obtained written approval from the Local Planning Authority for an addendum to the method statement. This addendum to the Method Statement must detail how this unsuspected contamination shall be dealt with.

Reason: To ensure that the development complies with approved details in the interests of protection of controlled waters.
