

Item 4b **12/01221/FUL**

Case Officer **Matthew Banks**

Ward **Chorley South East**

Proposal **Retrospective application for the creation of a car park, new vehicle and pedestrian access from Salisbury Street and erection of 2.5m high palisade fencing and access gates.**

Location **Land between Boro Corn Mill and Salisbury Street, Chorley**

Applicant **Goldseal**

Consultation expiry: **25 January 2013**

Application expiry: **11 February 2013**

Proposal

1. Retrospective application for the creation of a car park, new vehicle and pedestrian access from Salisbury Street and erection of 2.5m high palisade fencing and access gates.

Recommendation

2. It is recommended that this application is granted full conditional planning approval.

Main Issues

3. The main issues for consideration in respect of this planning application are:
 - Background information;
 - Principle of the development;
 - Design and impact on the streetscene;
 - Impact on the neighbour amenity;
 - Impact on highways, access and parking.

Representations

4. To date, no letters of representation have been received concerning this application.

Consultations

5. **Lancashire County Council Highways** – no objections.
6. **CBC Planning Policy Team** – no objections.
7. **CBC Environmental Heath Team** – no comments to make.
8. **Coal Authority** – Standing Advice.

Assessment

Background information

9. This application has been submitted as a result of an enforcement complaint. The applicant (Goldseal) has constructed a car park, formed a new vehicular and pedestrian access from Salisbury Street and has erected a 2.5m high palisade fence and access gates to secure the site.
10. The application site is owned by Chorley Council and discussions have taken place between the applicant, the Council's Enforcement Team and Liberata (a company who manage the Council's property and assets). This has resulted in a retrospective planning application being

submitted in a bid to regularise the development.

11. The issue of land ownership is not for consideration with this application, only that the application form has been filled in correctly and the requisite notice served on Chorley Council.

Principle of the development

12. The National Planning Policy Framework (the framework) states at paragraph 37 that “*planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities*”.
13. At paragraph 18 the framework also states that the government is committed to securing economic growth in order to create jobs and prosperity. The government is also committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system. In addition, the framework progresses to state that investment in business should not be over-burdened by the combined requirements of planning policy expectations.
14. Policy 9 of the Central Lancashire Core Strategy (Economic Growth and Employment) identifies Chorley Town as a regional and sub-regional area for significant development, economic growth and employment.
15. Policy LT15 of the Adopted Chorley Borough Local Plan Review states that development in areas of amenity open space which make a significant contribution to the character of an area, either individually or as part of a wider network of open space, will not be permitted unless the development involves a change of use which will not harm the amenity value of the open space.
16. Policy HW2 of the emerging Chorley Local Plan 2012-2026 (Publication version) states that land and buildings currently or last used as, or ancillary to, open space or sports and recreational facilities will be protected unless a number of criteria are met.
17. The application site is located to the south-east of Salisbury Street, forming a small car park adjacent to Goldseal Depot. The site is set back from the main highway (Cunliffe Street) by approximately 16m, is located adjacent to a large mill building and is partially shielded from the streetscene by a number of trees forming the frontage with Cunliffe Street.
18. Policy LT15 is applicable to the site as it forms part of a wider network of amenity open space. However, the site is not specifically allocated in the Adopted Local Plan Proposals Map as amenity open space and the site itself is not considered to make a significant contribution to the character of the area. As such, it is considered the use of the site as a car park can be justified in terms of Policy LT15 as (1) the development involves a change of use and (2) the specific part of the amenity open space which has been lost will not harm the wider amenity value of the open space or character of the area.
19. The site is also allocated as amenity open space under Policy HW2 of the emerging Chorley Local Plan 2012-2026 (Publication version) which protects such sites from development except in certain circumstances. This document can be afforded some weight due to its progression in the plan process and because no objections have been received in relation to this specific site allocation.
20. The proposed development is considered to accord with all the criteria apart from criterion (b) of Policy HW2. Criteria (b) states that amenity open space will be protected provided it can be demonstrated that the loss of the site would not lead to a deficit of provision in the local area in terms of quantity and accessibility. The Council’s Open Space Study identifies Chorley town (as a whole) as having a deficit in amenity open space. However, the site itself is in an area surrounded by other amenity open space and in itself is not considered to make a significant

contribution to the character of the area. Notwithstanding this, it is considered that the loss of the amenity open space can be justified in this case by securing a contribution to the improvement of alternative provision of amenity open space in the locality.

21. Discussions with the applicant indicate that they would be agreeable to some level of contribution in lieu of the loss of the site. However, the exact figure is yet to be calculated and will be reported to committee Members on the addendum.
22. In addition to the above, it is also relevant to balance other circumstances in favour of the application against the loss of the site as amenity open space. The applicant (Goldseal) is a major local employer in Chorley who provide (amongst other things) windows, doors, blinds and conservatories to a number of major commercial clients in the area including Lancashire County Council, the NHS, United Utilities and Runshaw College.
23. In recent years Goldseal have moved from Leyland to Chorley, however, have carried out the works to create the car park as there is insufficient room surrounding the building to allow members of staff to park. The applicant argues that company fitters in particular leave their own vehicles at the premises and then take out company vans out to site. The company's support staff (also based at the unit) requires room to park their vehicles.
24. Goldseal serve over seventy commercial customers who attend the unit in order to place orders or collect products. Due to the nature of the business, these customers are nearly always in vans and also experience difficulty parking close to the unit. The Goldseal building also includes a small showroom and customers often have trouble parking when coming to view products.
25. The parking situation in the area is made worse because the surrounding streets are narrow, accommodating residents' cars throughout the day and have parking restrictions in place. As such, it is considered there clearly is a need for the business to find additional parking space to ensure the site remains viable for the business in the foreseeable future.
26. The framework and Policy 9 of the Central Lancashire Core Strategy identify a need to support economic growth and employment. In this particular instance, it is clear that the need for the additional parking is justified and would ensure Goldseal can continue to operate effectively from this site. If operational requirements were not being met at the Chorley location, there is a very real prospect that Goldseal could look to relocate to another premises, which could be out of the borough, thereby losing a key local employer. This would not only be harmful to those employed by the company, but would also be contrary to one of the Council's Corporate Priorities.
27. As such, taking into consideration the limited contribution the site makes to the character of the area in relation to Policy LT15 of the Adopted Chorley borough Local Plan Review and Policy HW2 of the Chorley Local Plan 2012-2026 (Publication version), against the contribution in lieu of the loss of the site and the significant support for economic development within the framework and Policy 9 of the Central Lancashire Core Strategy. It is considered the principle of the development is justified in this case.

Design and impact on the streetscene

28. At a national level the framework states that the Government attaches great importance to the design of the built environment and good design is a key aspect of sustainable development.
29. The framework also states that planning policies and decisions should aim to ensure that developments (amongst other things) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
30. At a local level, Policy 17 of the Central Lancashire Core Strategy states that the design of new development should take account of the character and appearance of the local area, including (amongst other things) design, materials and ensuring development is sympathetic to surrounding land uses.

31. Policy GN5 of the Adopted Chorley Borough Local Plan Review states that the design of proposed developments will be expected to be well related to their surroundings, including public spaces.
32. The car park is set back from the street frontage by approximately 16m and is partially shielded from view by a number of trees. The car park forms an L-shape covering an area of approximately 250m² and provides off-road parking for approximately 8 cars.
33. The car park is positioned to the west of the Goldseal Mill building and is accessed from Salisbury Street which comprises a small cul-de-sac. The cul-de-sac extends from Cunliffe Street in-between No. 46 Cunliffe Street and Boro Corn Mill. As such, the site does not appear visible until you pass the cul-de-sac (in either direction along Cunliffe Street).
34. The car park is enclosed by 2.5m high palisade fencing, with a gate to the west providing vehicular access from Salisbury Street. It is considered that given the built-up nature of the surrounding area, particularly the densely positioned residential properties to the west and the larger industrial mill buildings to the east, the development does not appear incongruous in the area.
35. It has been acknowledged that the site once formed an area of amenity open space, however, given the location of the car park (set back from the road), the limited size of the land lost to the development and the limited visual amenity this site would contribute to the character of the area. It is not considered the development results in significant detrimental harm to the character or appearance of the streetscene to warrant refusal of the application on these grounds.
36. It is therefore considered the development is in accordance with the framework, Policy 17 of the Central Lancashire Core Strategy and Policy GN5 of the Adopted Chorley Borough Local Plan Review.

Impact on the neighbour amenity

37. Policy 17 of the Central Lancashire Core Strategy states that the design of new development should take account of the character and appearance of the local area, including ensuring that the amenities of occupiers of the development will not be adversely affected by neighbouring uses and vice versa. The Central Lancashire Core Strategy also states that development should be sympathetic to surrounding land uses and occupiers, and should not result in demonstrable harm to the amenities of the local area.
38. The constructed car park is positioned to the west of Goldseal Mill and to the east of the properties fronting Cunliffe Street, on the other side of Salisbury Street.
39. The development would involve cars coming to and from the site when visiting Goldseal Mill. The exact number of journeys and use of the car park will vary from day-to-day depending on the number of clients that visit the site and the need for extra parking to accommodate employees. However, it is considered that whichever way the parking area is used, the overriding factor is that it can only accommodate a maximum of 8 parking spaces. Additionally, it is anticipated the car park will only be used during regular office hours and would be securely locked when the business is closed.
40. In terms of the impact on neighbouring residential properties, particularly No. 42 Cunliffe Street, positioned to the west, it must first be noted that the car park itself is sited on the other side of Salisbury Street, within close proximity to the mill building. Furthermore, given the scale and nature of vehicle movements, it is not considered this will surpass vehicle movement already taking place in the vicinity to cause significant harm.
41. The Council's Environmental Health Team have been consulted in respect of the application and have no comments to make in this instance in terms of noise and disturbance to neighbouring residents.

42. As such, it is not considered the development will result in significant detrimental harm to the amenity of neighbouring residents to warrant refusal of the application on these grounds. It is therefore considered that the development is in accordance with Policy 17 of the Central Lancashire Core Strategy.

Impact on highways, access and parking

43. This application has been submitted to increase the amount of off-road parking provision to serve Goldseal. The development has involved taking a new access from Salisbury Street and so advice has been sought from Lancashire County Council (LCC) Highways.
44. LCC Highways have noted that the application is for the creation of a car park on an existing grassed area. The car park is accessed from Salisbury Street which is a fairly short cul-de-sac. LCC Highways have noted that the proposal is partly retrospective as the car park and fencing has already been formed, barring the construction of the vehicle crossing/access.
45. LCC Highways note that the car park is already being used with vehicles bumping over the footway, and having seen the car park in operation, they consider it not to raise any significant highway issues. It is also considered there is sufficient space for vehicles to turn around so that they do not have to reverse out.
46. The access gates extend up to the edge of the adjacent on-street parking bays, however, these gates are generously wide and as such, it is considered that access in/out of the car park and on-street car parking arrangements should not obstruct each other.
47. LCC Highways note that Salisbury Street is a very quiet cul-de-sac with very little through-traffic movement. As such LCC Highways raise no overriding highway objection to the development in principle, subject to the construction of the dropped vehicle crossing being carried out by the highway authority.
48. The development is therefore considered to be in accordance with Policy TR4 of the Adopted Chorley Borough Local Plan Review 2003.

Overall Conclusion

49. On the basis of the above, the application is accordingly recommended for approval subject to conditions.

Planning Policies

National Planning Policy Framework

Central Lancashire Core Strategy

Policies 9 and 11

Adopted Chorley Borough Local Plan Review

Policies GN5, LT15 and TR4

Emerging Chorley Local Plan 2012-2026 (Publication version)

Policy HW2

Planning History

There is no relevant planning history concerning the application site.

Application Number - 12/01221/FUL

- Retrospective application for the creation of a car park, new vehicle and pedestrian access from Salisbury Street and erection of 2.5m high palisade fencing and access gates.
- Approve subject to conditions.
- 16 January 2013.

**Recommendation: Permit Full Planning Permission
Conditions**

1. The external facing materials detailed on the approved plan(s) shall be used and no others substituted without the prior written approval of the Local Planning Authority.
Reason: To ensure that the materials used are visually appropriate to the locality and in accordance with Policy No. GN5 of the Adopted Chorley Borough Local Plan Review.

2. The approved plans are:

Title	Drawing reference:
Car Park – Palisade Fencing – Site Plan	FS/C223/01/2
Location Plan	-

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