

APPLICATION REPORT – 16/00754/FUL

Validation Date: 15 August 2016

Ward: Chorley North East

Type of Application: Full Planning

Proposal: Erection of building containing 4no. 1 bedroom apartments with associated access and car-parking

Location: Inland Revenue Lingmell House Water Street Chorley PR7 1EJ

Case Officer: Mr Iain Crossland

Applicant: Mr Rik Faircloth

Agent: Mr Martin Richardson

Consultation expiry: 6 September 2016

Decision due by: 10 October 2016

RECOMMENDATION

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

SITE DESCRIPTION

2. The application site is part of the car park serving the former Inland Revenue office building. It is noted that the offices have been empty and unused for a number of years and that the office building has recently been granted approval under permitted development regulations for a change of use to 29 apartments. The site is located within the core settlement area of Chorley, close to the town centre, and is within the St Laurence's conservation area.
3. The site comprises the vacant Inland Revenue office building, which is of traditional design style and is three storeys in height. There are car parking areas to the front, side and rear of the existing office building and a landscaped embankment to the rear of the building and north west side of the site with semi mature trees. The immediate area is characterised by surface level car parks and residential properties of traditional design styles, along with a distinctive change in levels and embankment up to Park Road, which results in a rather unique character.
4. The topography of the site itself is fairly flat, however, there are level changes in all directions at varying degrees of proximity with the site lying at the lowest point.

DESCRIPTION OF PROPOSED DEVELOPMENT

5. The proposed development is for the erection a building comprising 4 no. flats with a car parking area and some small areas of landscaping. There is an existing vehicular access to the site from Water Street, which would be maintained.

6. The apartment building would be located in the northern corner of the site. It would measure approximately 15.6m by 5.7m, would be two storeys in height and would have a traditional appearance. There would be 38 off street car parking spaces across the site to serve both the proposed building and previously approved apartments.

CONSTRAINTS

Ancient Woodland Buffer

Coal consultation zone

Conservation Area

Chorley Core Area

Site of Special Scientific Interest

Wind turbine consultation zone

REPRESENTATIONS

One letter of objection has been received relating to flood risk

CONSULTATIONS

Conservation Officer: Considers the proposed development to be acceptable as it will preserve the appearance of the St Laurence's Conservation Area and the adjacent listed buildings: the Swan with two Necks, Chorcliffe House and St Laurence's Church, and thus also sustain the significance of these designated heritage assets. Accordingly, it is considered that the proposed development will be in conformity with S.66 and S.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Waste & Contaminated Land: Comments that the applicant should ensure there is a designated area for the storage of waste and recycling bins that is suitably sized and positioned.

Lead Local Flood Authority: Has no objection to the proposed development subject to the attachment of appropriate conditions.

Lancashire Highway Services: No comments have been received.

United Utilities: United Utilities has no objection to the proposed development subject to the attachment of appropriate conditions.

Environment Agency: No objection

PLANNING CONSIDERATIONS

Principle of the Development

7. 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.
8. The application site is located in the core settlement area of Chorley. The Core Strategy Policy 1 is concerned with located growth and identifies Chorley Town as a Key Service Centre where growth and investment should be concentrated.
9. The application site is within the curtilage of a former office building. Core Strategy Policy 10 seeks to protect land and premises last used for employment use. It is noted that the site has been unused for a number of years and has been marketed for sale. No marketing information has been provided with this application, however, it is noted that the office building has recently been granted approval under General Permitted Development Order regulations for a change of use to residential accommodation and therefore the retention of the site for employment use cannot be controlled.

10. The site is not allocated for any specific use within the Chorley Local Plan 2012 - 2026 and the Local Plan states that within the settlement areas excluded from the Green Belt, and identified on the Policies Map, there is a presumption in favour of appropriate sustainable development.

Impact on the conservation area and heritage assets

11. The site is within the St Laurence's Conservation Area and close to a number of listed buildings including the Swan with Two Necks, Chorcliffe House (both grade II) and St Laurence's Church (grade II*).
12. Lingmell House is a traditionally styled modern office building, built in the latter part of the 20th Century for the Inland Revenue, but which has been vacant for a number of years. The proposed new building follows a similar style to this building, which is considered to be acceptable for this site and location subject to the use of appropriate materials.
13. It is considered that the proposed development is acceptable as it will preserve the appearance of the St Laurence's Conservation Area and the adjacent listed buildings at the Swan with two Necks, Chorcliffe House and St Laurence's Church, and thus also sustain the significance of these designated heritage assets.

Design and impact on the character of the area

14. The proposal is for the erection of a two storey building that would contain four one bedroom apartments. The proposed building would be of a traditional design style.
15. There are a range of property types in the locality, which are of traditional design. Of particular relevance is the existing former office building on the site, which is a traditionally styled modern office building, built in the latter part of the 20th Century. To the north east side of the site there is a row of red brick terraced houses of traditional appearance.
16. The proposed building would be located approximately 18m from the highway at Water Street, positioned to the rear of both the former office building and adjacent terrace. It would be screened to the north and west of the site by a large embankment up to Park Road. As such it would not be prominent in the street scene. The use of a traditional design would enable the proposed development to complement the adjacent buildings, and there would be a number of details that would provide features of interest. The proposed building would be of a much smaller scale to the office building and of a similar height to the adjacent terrace. As such the proposed development would not be out of keeping with the character and distinctiveness of the locality.
17. The proposed development would form part of a scheme to redevelop a disused site and would help to revitalise the locality, whilst contributing to a physical improvement in the appearance of the site, which is deteriorating. It is acknowledged that an active use needs to be established on the site to address this. The proposed development would therefore result in an overall improvement in the appearance of the site and would subsequently enhance the character of the area.

Impact on neighbour amenity

18. The application site is bounded by a steep embankment to the north and west, Water Street to the south east and a dwelling at 11 Water Street to the north east. The proposed building would be located approximately 9m from the nearest dwelling at 11 Water Street. The windows in the rear elevation at 11 Water Street would not face the proposed building, which would be visible at an angle. There are windows in the side elevation of a rear outrigger at 11 Water Street facing towards the application site. These would not directly face the proposed building, although it would be visible. Given the degree of separation and relative positioning of the proposed building and dwelling at 11 Water Street it is considered that there would be no adverse impact on outlook.
19. There would be no parallel facing windows between the properties, and there would not be any windows to habitable rooms in the proposed building overlooking the garden at 11 Water Street. The proposed building would be located to the north east of 11 Water Street

and would not therefore result in any adverse impact on light. As such there would be no loss of privacy or light as a result of the proposed development.

20. Other residential properties are located some distance from the site or are screened by other buildings. The relationship between the previously approved conversion and the proposed building would be acceptable as there would be no facing windows and an adequate degree of separation.

Impact on highways/access

21. The proposed development would result in four one bedroom dwellings in addition to the previously approved conversion of the office building resulting in a total 29 one bedroom dwellings and four two bedroom dwellings. Off street car parking has been identified on the proposed site plan for 38 vehicles across the site. This meets with the requirements of the adopted parking standards set out in relation to policy ST4 of the Chorley Local Plan 2012 – 2026.
22. In addition to this the application site is located within the core settlement area of Chorley, close to the town centre and within walking distance of a wide variety of amenity and services. There excellent pedestrian links across the area and the location is considered to be a highly sustainable one.
23. The site currently has an existing vehicular access from Water Street, which would be retained within the proposed development. The impact on highway safety would therefore be similar to the existing situation with vehicles carrying out similar manoeuvres.

Flood risk

24. The application site does not lie within flood zone 2 or 3, however, it is located in an area that is susceptible to surface water flooding.
25. The Environment Agency, Lead Local Flood Authority and United Utilities have been consulted, none of whom raises any objection to the proposed development, subject to the attachment of appropriate conditions requiring details of surface water drainage and management arrangements. It recommended conditions are attached to any grant of planning permission requiring surface water drainage and management details.

Public Open Space

26. In line with Local Plan policy HS4 a contribution towards the provision or improvement of public open space (POS) would be required to address local needs. There is no local evidence of need to outweigh national policy in regards to open space therefore a contribution is not required from this development.

CONCLUSION

27. The proposed development would have no unacceptable detrimental impact on the amenity of neighbouring occupiers and would result in an overall improvement in the appearance of the site and character of the area. In addition 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.

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>Prior to the commencement of development 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><i>Reason: No details were supplied at with the application and are required to ensure that the materials used are visually appropriate to the locality.</i></p>
3.	<p>No development shall commence until details of the design, based on sustainable drainage principles, and implementation of an appropriate 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) The drainage strategy should demonstrate that the surface water run-off must not exceed the pre-development greenfield runoff rate. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. c) Any works required off-site to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant); d) Flood water exceedance routes, both on and off site; e) A timetable for implementation, including phasing as applicable; f) Evidence of an assessment of the site conditions to include site investigation and test results to confirm infiltrations rates; g) 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><i>Reasons</i></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 3. To ensure that water quality is not detrimentally impacted by the development Proposal.
4.	<p>No development hereby permitted shall be occupied until the sustainable drainage scheme for the site has been completed in accordance with the submitted details. The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.</p>

	<p><i>Reasons</i></p> <ol style="list-style-type: none"> 1. To ensure that the drainage for the proposed development can be adequately maintained. 2. To ensure that there is no flood risk on- or off-the site resulting from the proposed development or resulting from inadequate the maintenance of the sustainable drainage system.
5.	<p>No development shall commence 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> <ol style="list-style-type: none"> a) The arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a Residents' 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: <ol 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><i>Reasons</i></p> <ol 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 maintenance 3. To identify the responsible organisation/body/company/undertaker for the sustainable drainage system.
6.	<p>Foul and surface water shall be drained on separate systems.</p> <p><i>Reason: To secure proper drainage and to manage the risk of flooding and pollution.</i></p>
7.	<p>Before the development hereby permitted is first commenced, full details of the alignment, height and appearance of all fences and walls and gates to be erected (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 dwelling shall be occupied until all fences and walls shown in the approved details to bound its plot have been erected in conformity with the approved details. Other fences and walls shown in the approved details shall have been erected in conformity with the approved details prior to substantial completion of the development.</p> <p><i>Reason: To ensure a visually satisfactory form of development and to provide reasonable standards of privacy to residents}</i></p>
8.	<p>Before the development hereby permitted is first commenced full details of existing and proposed ground levels and proposed building finished floor 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 be carried out strictly in conformity with the approved details.</p>

	<i>Reason: To protect the appearance of the locality and in the interests of the amenities of local residents.</i>												
9.	<p>A scheme for the landscaping of the development and its surroundings shall be submitted prior to the commencement of the development. These details shall include 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, proposed finished levels, means of enclosure, minor artefacts and structures. 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><i>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.</i></p>												
10.	<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>16-034 Loc-01</td> <td>12 August 2016</td> </tr> <tr> <td>Proposed site plan</td> <td>16-034 L-001</td> <td>12 August 2016</td> </tr> <tr> <td>Proposed floor plans and elevations</td> <td>16-034 P-003</td> <td>12 August 2016</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	16-034 Loc-01	12 August 2016	Proposed site plan	16-034 L-001	12 August 2016	Proposed floor plans and elevations	16-034 P-003	12 August 2016
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11.	<p>Prior to the occupation of the development hereby approved details for a designated area for the storage of waste and recycling bins shall be submitted to an agreed in writing by the Local Planning Authority.</p> <p><i>Reason: To protect the appearance of the locality and in the interests of the amenities of local residents.</i></p>												

RELEVANT HISTORY OF THE SITE

Ref: 03/00071/FUL Decision: PERFPF Decision Date: 26 March 2003
Description: Erection of detached garage,

Ref: 05/00434/CON Decision: PERCAC Decision Date: 29 July 2005
Description: Application for Conservation Area Consent for the demolition of existing building,

Ref: 12/00325/FUL Decision: WDN Decision Date: 13 June 2012
Description: Change of use of existing office accommodation (ground and first floor) to Chorley Academy free school (Use Class D1)

Ref: 16/00678/P3PAJ Decision: AAPR Decision Date: 28 September 2016
Description: Prior approval application under Part 3, Class O of The Town and Country (General Permitted Development) Order 2015 to change existing office building (Class

B1(a)) into 29 no apartments (25no 1 bedroom and 4no 2 bedroom) (Class C3) with existing access and parking facilities to be retained

**Ref: 5/1/02314 Decision: PERFPP Decision Date: 30 October 1964
Description: Use of parish institute for temporary accomodation for chorley day training college, Park Road, Chorley**

**Ref: 5/1/03713 Decision: PERFPP Decision Date: 5 May 1974
Description: Outline application for eight storey block of offices anmd car parking facilities and demolition of existing institute**

**Ref: 87/00943/FUL Decision: PERFPP Decision Date: 2 February 1988
Description: Erection of three storey office building with car park**

**Ref: 79/00829/FUL Decision: REFFPP Decision Date: 12 November 1979
Description: Change of use to Discoteque and Restaurant**

**Ref: 79/01391/FUL Decision: PERFPP Decision Date: 19 May 1980
Description: Change of Use to Private Members Club and Restaurant with Extension for Two Squash Courts**

**Ref: 77/00588/FUL Decision: REFFPP Decision Date: 3 July 1978
Description: Change of use of Parish Institute to Offices and office extension**

**Ref: 77/00587/FUL Decision: PERFPP Decision Date: 3 July 1978
Description: Change of use of Parish Institute to Offices**

**Ref: 76/00804/COU Decision: WDN Decision Date: 12 November 1976
Description: Change of use to plumbers merchants warehouse/offices and showroom**

**Ref: 74/00775/FUL Decision: WDN Decision Date: 31 December 1974
Description: Office development**

**Ref: 74/00010/FUL Decision: WDN Decision Date: 27 June 1974
Description: 8 storey office block**