

<b>Agenda Item</b> A9	<b>Committee Date</b> 29 June 2009	<b>Application Number</b> 09/00527/OUT
<b>Application Site</b> Ellel Institute Stoney Lane Galgate Lancaster	<b>Proposal</b> Demolition of existing institute building and erection of 2 semi-detached dwellings	
<b>Name of Applicant</b> Mrs Kath Coleman	<b>Name of Agent</b> Mr Greg Gilding	
<b>Decision Target Date</b> 24 July 2009	<b>Reason For Delay</b> None	
<b>Case Officer</b>	Mrs Jennifer Rehman	
<b>Departure</b>	None	
<b>Summary of Recommendation</b>	Recommendation of Approval, subject to the submission of a detailed Flood Risk Assessment and the comments of the County Highways and the Environment Agency.	

## **1.0 The Site and its Surroundings**

- 1.1 The application site relates to the Ellel War Memorial Institute situated on Stoney Lane, approximately 50 metres from the main crossroads in Galgate (Main Road (A6), Stoney Lane, Chapel Lane and Salford Road). The Institute is a large two storey building, built around the mid 1800s constructed in stone under a slate roof with Gothic architectural details. The Institute covers a site area of 293 square metres with the existing building set back from the adjacent road and slightly elevated. The Institute is currently occupied by Galagte Pre-school playgroup and owned by the Parish Council.
- 1.2 Immediately west of the site is a commercial garage with the Spar shop beyond, fronting the A6 in the centre of the village. To the east, a pair of stone built semi-detached cottages abut the site, and directly opposite the Institute are more modern semi-detached dwellingshouses. The garden of No. 73 Main Road runs alongside the rear of the application site with other neighbouring gardens beyond.
- 1.3 The application site is in a sustainable position with good access to bus services to Lancaster and Preston. The M6 Motorway can be accessed via junction 33 approximately 1 mile due south.
- 1.4 The site is within the physical built-up area of Galagte village but allocated in the Lancaster District Proposals Map as countryside area. To the north of the application site a culverted main river runs adjacent to the northern boundary before running under and crossing the adjacent road. Consequently, the site is located within Floodzone 2.

## **2.0 The Proposal**

- 2.1 The submitted application forms part of the Parish Councils wider plans to provide the new village hall to the rear of the Plough Inn, which has the benefit of planning permission and has also received lottery grant funding. The sale of the land where the existing Institute sits is an important part of the funding process for facilitating and securing the implementation of the new village hall project.
- 2.2 The applicant seeks outline planning permission for the demolition of the Ellet Institute and the erection of two semi-detached dwellings with off street parking to the side and amenity space to the front and rear.
- 2.3 The application provides details of the layout and scale of the proposed development with the footprint of the development less than the original Institute building. The proposed dwellings are approximately 6.7m deep by 6.1m wide, with a ridge height of 7.1m. Two off street parking spaces are proposed to either side of the dwellings, together with the incorporation of a 1m footway.
- 2.4 Some of the details of the new dwellings as shown in the application do raise concerns and can be substantially improved, particularly the design of the front elevation and the fenestration detail. However given the proposal has been submitted in outline form, with all matters reserved, there is no reason to seek changes at this stage.

## **3.0 Site History**

- 3.1 The current application is a resubmission of planning application 09/00260/OUT which proposed the demolition of the existing building and the erection of a building containing four flats. This application was recently withdrawn due to concerns relating to over development of the site and highway safety concerns.
- 3.2 The applications listed below are relevant to the present proposal:

<b>Application Number</b>	<b>Proposal</b>	<b>Decision</b>
07/00044/FUL	Erection of a new village hall, Galgate Cricket Club Pavilion.	Permitted
09/00260/OUT	Demolition of the existing Institute building and the erection of four flats	Withdrawn
04/00841/FUL	Construction of a new access to the front yard and the construction of a new ramp.	Permitted

## **4.0 Consultation Responses**

- 4.1 The following responses have been received from statutory consultees:

<b>Statutory Consultee</b>	<b>Response</b>
<b>United Utilities</b>	<b>No objections</b> provided the site is drained on a separate system.
<b>Environment Agency</b>	<b>Object</b> on the grounds of no Flood Risk Assessment and that the development would involve demolition and rebuilding within 8m of the edge of the culvert.
<b>County Highways</b>	No representations received at the time of compiling this report. Comments to be verbally presented to Committee Members
<b>Environmental Health Service</b>	No representations received at the time of compiling this report. Comments to be verbally presented to Committee Members
<b>County Archaeologist</b>	No representations received at the time of compiling this report. However the County Archaeologist previously recommended a building recording condition should the application be approved.

## **5.0 Neighbour Representations**

- 5.1 Neighbouring residents have been notified of the development and a site notice posted adjacent to

the application site. To date no representations have been received. Any comments will be presented verbally at the Committee meeting.

## **6.0 Principal Development Plan Policies**

6.1 The LDLP proposals map indicates that the application site is situated within an area of countryside. This allocation dictates, in part, the relevant policy considerations listed below:

### **6.2 Lancaster District Core Strategy**

Policy **SC1: Sustainable Development**, seeks to ensure new development proposals are sustainable in terms of both location and design. This policy, albeit a generic overriding policy, states that sites should be previously developed and accessible to public transport, employment, leisure, education and community facilities.

Policy **SC3: Rural Communities** identifies Galgate as one of the 8 villages within the District where a 10% allocation of housing is accommodated to meet local needs.

Policy **SC4: Meeting the Districts Housing Requirements** seeks to manage and control the release of housing sites within the district in order to deliver and meet the housing requirements identified by the RSS.

### **6.3 Lancaster District Local Plan**

Policy **H7** identifies Galgate as an existing rural settlement within which small-scale housing development will be permitted provided it is appropriate in terms of design and density and does not adversely affect the character of the area or residential amenity. This policy is partly superseded by the policies contained in the LDCS.

Policy **H12** sets out standards for new housing stating that proposals will only be permitted which exhibit a high standard of design, layout and landscaping and which use materials and features that are appropriate to and retain local distinctiveness.

Policy **E4** relates to new development within the countryside area stating that development will only be permitted where it is in scale and in keeping with the character of the landscape and is appropriate in terms of scale, siting, design and materials. It also seeks to ensure that development proposals will not have an adverse impact on nature conservation and to make satisfactory arrangements for parking and access.

**Supplementary Planning Guidance 12 (SPG 12)** sets out the Councils design and amenity standards for new residential development.

## **7.0 Comment and Analysis**

7.1 In March 2007 Members approved the erection of a new village hall to the rear of the Plough Inn on the Galgate Cricket Pavilion site. In order for the Parish Council to implement this permission match funding, through the sale the application site, is required. These circumstances have instigated the submission of the current application.

The main planning considerations in the determination of this application involve highway issues, flood risk and general amenity issues associated with re developing the site.

### **7.2 Principle of the development**

The principle of residential development in this location raises no objections in terms of the policies outlined in the Core Strategy. The site is in a sustainable positioned located within one of the eight main villages allocated for 10% of the Districts housing supply. In this regard there are no objections from a housing supply perspective.

The demolition of the existing Institute building will however be a significant loss, being one of the only historic buildings in the village constructed in 1844 as a war memorial. However, given the building is not listed or within a conservation area, resisting its demolition would be somewhat difficult from a policy point of view.

Whilst the proposal is for outline only, should Members be minded to accept the loss of this building, a planning condition requiring the new development to be constructed in re-used materials and architectural detailing from the original Institute, including the re-use of the historic plaques, would allow the new development to sit more comfortably in context with its surroundings. A building recording condition is also considered appropriate due to the buildings local and historic interest.

### 7.3 **Amenity**

The layout of the development results in the pair of properties projecting forward of the front elevations of neighbouring properties by approximately 1.5m. This is not considered an unreasonable projection and is unlikely to adversely affect the character and appearance of the streetscene given there is no established building line on this side of Stoney Lane. Nor will this have a significant adverse impact on neighbouring residential amenity. The purpose for projecting the development forward is to provide some private amenity space to the rear. The proposed gardens are between 3.8m – 3m deep, which is well below the Councils minimum standard, which stipulates that rear gardens should be at least 10m deep. The proposed gardens extend across the rear of the properties and provide just less than 40 square metres of private amenity space, again below the recommended 50 square metres. The proposal does however incorporate additional amenity space to the frontages to the properties.

### 7.4 **Access & Traffic**

The site at present has no vehicular access and no off-street parking. The building covers most of the plot with no footway between the site and the adjacent road. Any redevelopment of the site would have to improve this situation. The application site is only 50m to the traffic signals and junction in Galgate at a narrow point in the road where problems are further exacerbated by on-street parking on the opposite side of the carriageway. In view of these circumstances, the proposals incorporate two off street parking spaces together with a 1m footway running alongside the northern boundary of the site. The parking arrangement is clearly not ideal, as it will result in vehicles reversing out onto the road, and could still raise some highway concerns. However on balance, the provision of parking within the site is a significant improvement from what currently exists and would be a very difficult to substantiate a refusal of planning permission on these grounds.

The proposed footway is below the County Councils minimum standard. This should be 2 metres wide in order for pedestrians to pass safely and avoid conflict with passing traffic. At the time of compiling this report no comments from Lancashire County Highways had been received. Their consultation response will be verbally presented at the Committee meeting.

### 7.5 **Flood Risk**

The site is located within Floodzone 2 as identified on the Environment Agency's (EA) flood maps. The EA have objected to the development on the grounds of no Flood Risk Assessment (FRA) being submitted with the proposal and that the development would be within the 8-metre easement zone of the main river, which would preclude access for maintenance and/or repair. Consent from the EA would be required for any works, including the demolition or rebuilding of a building, within 8 metres of the edge of the culvert under the terms of the Water Resources Act 1991 and the Land Drainage Byelaws.

The applicant has now provided a diagrammatic FRA which is currently being considered by the Environment Agency. The outcome of this will be verbally presented to Members at the committee meeting.

### 7.6 **Other Matters**

It should be noted that the pre-school nursery operating from the Ellet Institute is intended to be relocated to the new hall should the Parish Councils funding be successful in order to implement their village hall project.

## **8.0 Conclusions**

8.1 The redevelopment of the application site raises some concerns regarding the loss of the existing building, flood risk and the slightly substandard level of amenity space about the proposed dwellinghouses. Of these it is critical that the concerns of the Environment Agency are addressed

before any permission is granted. Committee will no doubt also wish to take into account that permitting the development would allow the Parish Council to proceed with their new village hall project, which will deliver much needed and improved community facilities within the Parish.

- 8.2 Subject to the comments from County Highways and the Environment Agency, Members are advised that the principle of the development could be supported.

### **Recommendation**

SUBJECT to the concerns of the Highway Authority and Environment Agency being satisfactorily addressed that Outline Planning Permission **BE GRANTED** subject to the following conditions:

1. Standard time limit
2. Outline permission – full details to be submitted
3. Development to be carried out in accordance with the approved plans
4. Off street parking to be provided and retained at all times thereafter
5. The footway to be provided at retained at all times thereafter
6. All existing stone and architectural features, including existing stone plaques, to be carefully removed and stored securely for re use on the proposed development.
7. Removal of permitted development rights

### **Human Rights Act**

This recommendation has been reached after consideration of the provisions of The Human Rights Act. Unless otherwise stated in this report, the issues arising do not appear to be of such magnitude to override the responsibility of the City Council to regulate land use for the benefit of the community as a whole, in accordance with national law.

### **Background Papers**

1. None