



Committee: PLANNING REGULATORY COMMITTEE

Date: MONDAY, 23 JUNE 2025

Venue: MORECAMBE TOWN HALL

Time: 10.30 A.M.

A G E N D A

Officers have prepared a report for each of the planning or related applications listed on this Agenda. Copies of all application literature and any representations received are available for viewing at the City Council's Public Access website <http://www.lancaster.gov.uk/publicaccess> by searching for the relevant applicant number.

1 Apologies for Absence

2 Minutes

To receive as a correct record the Minutes of meeting held on 27th May 2025 (previously circulated).

3 Items of Urgent Business authorised by the Chair

4 Declarations of Interest

To receive declarations by Councillors of interests in respect of items on this Agenda.

Councillors are reminded that, in accordance with the Localism Act 2011, they are required to declare any disclosable pecuniary interests which have not already been declared in the Council's Register of Interests. (It is a criminal offence not to declare a disclosable pecuniary interest either in the Register or at the meeting).

Whilst not a legal requirement, in accordance with Council Procedure Rule 9 and in the interests of clarity and transparency, Councillors should declare any disclosable pecuniary interests which they have already declared in the Register, at this point in the meeting.

In accordance with Part B Section 2 of the Code Of Conduct, Councillors are required to declare the existence and nature of any other interests as defined in paragraphs 8(1) or 9(2) of the Code of Conduct.

Planning Applications for Decision

Community Safety Implications

In preparing the reports for this agenda, regard has been paid to the implications of the proposed developments on community safety issues. Where it is considered that the proposed development has particular implications for community safety, the issue is fully considered within the main body of the individual planning application report. The weight attributed to this

is a matter for the decision-taker.

Local Finance Considerations

Section 143 of the Localism Act requires the local planning authority to have regard to local finance considerations when determining planning applications. Local finance considerations are defined as a grant or other financial assistance that has been provided; will be provided; or could be provided to a relevant authority by a Minister of the Crown (such as New Homes Bonus payments), or sums that a relevant authority has, will or could receive in payment of the Community Infrastructure Levy. Whether a local finance consideration is material to the planning decision will depend upon whether it could help to make development acceptable in planning terms, and where necessary these issues are fully considered within the main body of the individual planning application report. The weight attributed to this is a matter for the decision-taker.

Human Rights Act

Planning application recommendations have been reached after consideration of The Human Rights Act. Unless otherwise explicitly stated in the 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.

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|---|--|--|--------------------------|------------------------|
| 5 | A5 23/00064/OUT | Land North West of Newlands Road Lancaster Lancashire | John O'Gaunt Ward | (Pages 5 - 24) |
| | | Outline application for the erection of up to 110 dwellings including access. | | |
| 6 | A6 25/00133/FUL | Mill Hall Moor Lane Lancaster Lancashire | Castle Ward | (Pages 25 - 35) |
| | | Partially retrospective application for the change of use of 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe, erection of a cafe to rear and demolition of part of enclosure wall. | | |
| 7 | A7 25/00134/LB | Mill Hall Moor Lane Lancaster Lancashire | Castle Ward | (Pages 36 - 41) |
| | | Listed building application to facilitate the conversion from 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe and demolition of part of enclosure wall. | | |

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| 8 | A8 <u>25/00426/FUL</u> | City Lab 4 - 6 Dalton Square
Lancaster Lancashire | Castle
Ward | (Pages 42 -
45) |
| Installation of air source heat pumps. | | | | |
| 9 | A9 <u>25/00427/LB</u> | City Lab 4 - 6 Dalton Square
Lancaster Lancashire | Castle
Ward | (Pages 46 -
48) |
| Listed building consent for the installation of air source heat pumps with associated development including the installation of additional radiators. | | | | |
| 10 | A10 <u>25/00123/FUL</u> | Site Of Former Lancaster &
District Homeless Action Centre
Edward Street Lancaster | Castle
Ward | (Pages 49 -
52) |
| Change of use of land (formerly in use by Lancaster Homeless Action) to extend existing Edward Street public car park. | | | | |
| 11 | A11 <u>25/00391/ADV</u> | Former Frankie And Benny's
Hilmore Way Morecambe
Lancashire | West End
Ward | (Pages 53 -
56) |
| Advertisement application for an internally illuminated totem sign. | | | | |
| 12 | Delegated List (Pages 57 - 65) | | | |

ADMINISTRATIVE ARRANGEMENTS

(i) Membership

Councillors Sandra Thornberry (Chair), Dave Brookes (Vice-Chair), Louise Belcher, Martin Bottoms, Keith Budden, Tom Fish, Alan Greenwell, John Hanson, Jack Lenox, John Livermore, Andrew Otway, Catherine Potter, Robert Redfern, Sue Tyldesley and Paul Tynan

(ii) Substitute Membership

Councillors Mandy Bannon (Substitute), Maria Deery (Substitute), Roger Dennison (Substitute), Martin Gawith (Substitute), Colin Hartley (Substitute), Paul Newton (Substitute) and Joyce Pritchard (Substitute)

(iii) Queries regarding this Agenda

Please contact Eric Marsden - Democratic Support: email emarsden@lancaster.gov.uk.

(iv) Changes to Membership, substitutions or apologies

Please contact Democratic Support, telephone 582000, or alternatively email democracy@lancaster.gov.uk.

MARK DAVIES,
CHIEF EXECUTIVE,
TOWN HALL,
DALTON SQUARE,
LANCASTER, LA1 1PJ

Published on 11th June 2025.

Agenda Item	A5
Application Number	23/00064/OUT
Proposal	Outline application for the erection of up to 110 dwellings including access
Application site	Land North West of Newlands Road Lancaster Lancashire
Applicant	Oakmere Homes
Agent	Mr Stuart Booth
Case Officer	Mrs Eleanor Fawcett
Departure	Yes
Summary of Recommendation	Refusal

(i) **Procedural Matters**

A site visit was undertaken by the Planning Committee on 22 April 2024.

The applicant submitted an appeal to the Planning Inspectorate on 28 May 2025 due to the non-determination of the planning application, following the expiry of the most recently agreed extension of time on 28 November 2024. As such, the Local Planning Authority is not now able to determine the application. However, this report seeks a resolution from the Planning Committee as to how the application would be determined, which will inform the consideration of the planning appeal.

1.0 Application Site and Setting

- 1.1 The site relates to an area of approximately 4.2 hectares of agricultural land located to the south east of the centre of the City of Lancaster, on the eastern extent of the urban area, adjacent to Newlands Road. The original submission covered an area of approximately 5.8 hectares, however the site area was reduced to remove areas of flood risk. The site slopes gradually upwards from Newlands Road with steeper topography on its northwest side. A large proportion of the site comprises an open field with hedgerows along the boundaries, and there is a more enclosed wooded area to the site east of the site which drops down to a stream which is just outside the site boundaries but within the control of the applicant.
- 1.2 To the southwest of the site, beyond the stream, is a wooded banking with housing beyond this. To the northeast of the site is a large area of land containing a United Utilities below ground reservoir. The only above ground development appears to relate to the access, a track and a small building. On the opposite side of Newlands Road, to the southeast, there is a row on residential properties which extend roughly halfway along the site's frontage. These properties back onto the M6 motorway which sits on top of a steep landscaped banking above the dwellings. To the northwest of the site, there is an open area of land which is currently being developed as a surface water drainage scheme to serve an approved housing development which is accessed off Wyresdale Road.

- 1.3 The site is designated as Urban Setting Landscape in the Local Plan. There are no high or medium risks of flooding identified, however there are areas associated with the adjacent stream that are identified as flood zones 2 and 3 which have been taken out of the application site boundary. Williamson Park Conservation Area is approximately 600 metres to the northwest and contains a number of listed buildings including Ashton Memorial which is Grade 1 Listed. The site also lies within the Air Quality Management Area impact zone for Lancaster. The site is located approximately 3.2 kilometres from the Lune Estuary Site of Special Scientific Interest, which is also covered by the Morecambe Bay Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site.

2.0 Proposal

- 2.1 Outline planning permission is sought for the erection of up to 110 dwellings on the site, which has been reduced from up to 120 dwellings. Permission is sought for the principle of the development and the details of the access point, which was included as a detailed matter when the number of dwellings was reduced. Details of layout, appearance, scale and landscaping would be reserved for a future application, if outline permission was granted, although the application includes indicative plans showing how the development could be accommodated on the site. Access is proposed towards the northeast of the site's frontage with Newlands Road, and a footway is also proposed along the frontage to the southwest of the access point.

3.0 Site History

- 3.1 There are no recent relevant applications relating to this site other than a screening opinion in relation to the current application. A previous outline application, for a similar number of dwellings, was submitted in 2000 and there was an appeal made on the grounds of non-determination within the statutory timescale. The appeal was dismissed, and planning permission refused. The details are set out below.

Application Number	Proposal	Decision
23/00068/EIR	Screening opinion for an outline planning application for the erection of up to 120 dwellings with associated access	Environmental Statement not required
01/00006/8WEEK	Erection of 92 dwellings and associated works	Dismissed
00/01068/FUL	Erection of 92 dwellings and associated works	Not determined

4.0 Consultation Responses

- 4.1 The following responses have been received from statutory and internal consultees. These represent the most recent comments on the proposal:

Consultee	Response
Environmental Protection	No objections subject to conditions. In relation to noise, the proposed mitigation measures in the form of acoustic glazing and a 2 metre high fence to protect amenity areas are considered acceptable. For air quality, consideration of the operational phase of the development has identified the standard mitigation measures of EV charging points along with a site travel plan for the residents promoting the use of alternative travel options, active travel and a reduction in car usage. Request unforeseen contaminated land condition.
Planning Policy	Comments. The site is located within Urban Setting Landscape and development should preserve the open nature of the area and character and appearance of its surroundings. The site is not considered to be well located from an accessibility point of view given the distance from services and lack of footway to the north of the site. The current 5-year supply of housing land for the District is 2.1 years. There is a clear expectation that unless material considerations imply otherwise sites that offer the

	opportunity for housing delivery should be considered favourably. Hala, Bowerham and Scotforth, located downstream of the site, have experienced repeated flood events. The NPPF and the PPG look for new development to take opportunities to reduce the causes and impacts of flooding. In the absence of a site-specific agricultural land classification report it is difficult to assess. Officers are unable to determine if the site comprises best and most versatile agricultural land.
Arboricultural Officer	Comments. The amended site layout plan is an improvement on the previous scheme, with a greater appreciation of the constraints of the site resulting in less development to the south-east and south-west. However, this must go further, reducing the developable area to enable existing habitat to be retained, buffered, and enhanced, creating a place for people and wildlife. In addition, based on the positive retention of existing mature hedgerows, it is not clear how these features would be managed in the future if they are sandwiched between garden/site boundaries. The level changes within the site appear significant, and it is not clear how this will impact on the undeveloped area and areas to be retained for soft landscaping should be protected during construction.
Biodiversity Officer	Comments. This site has local value as one of the few remaining areas of semi-natural greenspace in north-east Lancaster, a resource which has been reduced by urban development to the west, and further land is allocated along Grab Lane. Whilst the habitats present do not stand out individually as being of county importance for biodiversity, the site is of the habitat type classed as habitat mosaic in the Biological Heritage Sites Guidelines for Site Selection (October 2024). Advise the developable area proposed should be further reduced, limiting housing to within the large field, and further detailed surveys are required.
Engineering Team	No comments received
Public Realm Officer	Comments. Based on 120 three-bedroom dwellings, 2184.M2 of amenity space would be required on site in addition to a play area. All other requirements may require off site contribution. The updated maximum contribution possible (for 110 units) would be £178,607 with £121,407 for outdoor sports and £57,200 for young persons' provision.
Waste and recycling Team	No objection in principle. Raise some concerns regarding the layout.
Economic Development	No comments received
County Highways	Comments. Support the principle of the development. Satisfied with details regarding the access and off-site highway works in the vicinity of the site access. Request a Travel Plan. Request a sum of £757,680 , in addition to improvements to public transport, to mitigate highway impacts resulting from the proposed development. In the absence of intervention, the proposal would have a severe adverse impact on the highway network.
County Active Travel	No comments received
County Schools Planning Team	Comments. An education contribution is not required.
Lead Local Flood Authority	No objection subject to conditions requiring submission of a final surface water drainage scheme; construction surface water management plan; sustainable drainage system operation and maintenance manual; and a verification report of constructed sustainable drainage system.
County Archaeology	No objection subject to a condition requiring a phased scheme of archaeological investigation and recording.
Greater Manchester Ecology Unit	<p>No objections in principle. Following updated surveys of the site, accept that adequate survey effort has now been undertaken of the site. It is not considered that the development proposals will have any harmful impacts on any designated nature conservation sites, providing that residents are provided with information concerning the value of the coastline for wildlife, and the need to avoid undue disturbance of wildlife while using the coast for recreation.</p> <p>The proposals have the potential to affect important local habitats, including woodland, water courses, hedgerows and marshy and semi-improved grassland. It is advised that:</p>

	<ul style="list-style-type: none"> Detailed plans for built development should aim to avoid losses to notable habitats; Measures should be taken through a Construction Environmental Method Statement to avoid any harm to retained habitats; and A long-term Habitat and Landscape Management Plan should be required for retained and newly created habitats.
Environment Agency	No objection. Now consulted on a revised Preliminary Drainage Layout drawing (ref: 22416-GADZZ-00-DR-C-0900-P08), upon which the proposed basins and flood zone constraints have been overlaid. This indicates that the proposed flood storage basin and basket are now located further to the east, and outside Flood Zones 2 and 3.
National Highways	No objection subject to a condition requiring the creation of a Travel Plan.
Natural England	Comments. Further information is required to consider the potential impacts on the nearby designated sites during construction and operation.
Lancaster Civic Society	Comments. Will result in the loss of an agricultural field, will put pressure on local primary schools, additional traffic on Newlands Road which is already congested and pressure on Newlands Road and limited public bus services.
Lancashire Constabulary	Comments. It is important that crime and security measures be considered at an early stage of the design phase to mitigate crime risks. Make recommendations in relation to boundary treatments, defensible space, landscaping, designing out climbing aids, design of doors, garages, alarms, lighting, play areas, and construction security. Raise some concerns about the location of the footpath on the indicative drawing.
South Lancaster Flood Action Group	Object. The Flood Risk Assessment and Drainage Strategy is inadequate for a development of this size in such a water sensitive location and opportunities to reduce the causes and impacts of flooding are absent. At times of moderate to high rainfall the watercourse within the site conveys large quantities of water at a significant velocity into Burrow Beck. The tributary and surrounding area lend itself to implementation of Natural Flood Management (NFM) solutions which will result in holding and slowing the peak flows. Also raise concerns regarding maintenance and management of the drainage system and sediment run-off during construction.
NHS	No objection subject to a contribution towards new infrastructure at Lancaster Medical Practice for additional clinical capacity. Based on approximately 264 new patient registrations, a contribution of £80,784 would be required.
United Utilities	Comments. Whilst the proposals are acceptable in principle, there is insufficient information on the detail of the drainage design. Request conditions requiring: the submission of a sustainable surface water drainage scheme and foul water drainage scheme; and management and maintenance of drainage scheme.
Dynamo Cycle Campaign	Object. The application adds traffic to the existing roads without any mitigating measures. In particular, there are no measures to promote sustainable transport or address car dependency and extra vehicles on Bowerham Road and Newlands Road will just make cycling less attractive.

4.2 In relation to the initial notification of the application, 128 pieces of correspondence were received raising an objection to the proposal including the following concerns:

- Contrary to the Local Plan** Site is not allocated for development in the Local Plan; is designated as a local landscape;
- Loss of local green space** Already limited in area; should look to build on brown spaces in the city.
- Highway Impacts.** Increase in traffic and congestion, including near local schools which will impact highway safety; the area is already used as a cut through; inadequate transport assessment; increased parking on pavements affecting accessibility; cars do not keep to the speed limit impacting on highway safety
- Lack of sustainable travel options.** Site is not within walking distance of the city centre for the majority of elderly or young people; public transport in the area is limited and may not manage increased pressure; no local buses with a convenient route for children travelling to Lancaster Royal Grammar School or Central Lancaster High School; there needs to be access for pedestrians to Colchester Avenue/Chelmsford Close and to the local amenities at Lancaster Leisure Park; surrounding roads are poor and dangerous for pedestrians.

- **Increase flood risk.** Site is at high risk of flooding; will create a risk to future occupants; will add to flood risk in surrounding areas and place many homes at increased risk; will increase pressure on Burrow Beck; topography and already boggy ground will cause increased flood risk; the beck has previously flooded and caused damage to homes; submitted flood risk assessment and drainage strategy is inadequate.
- **Impact on wildlife and biodiversity.** The site is home to a vast variety of wildlife, including foxes, rabbits, hedgehogs, pheasants, deer, moles, birds which would be impacted by the development; large number of smaller birds and songbirds nesting in trees in the area; there are buzzards, sparrow hawks and owls in the area; impact on wildlife associated with the beck, including shrews, voles, toads, frogs and newts.; loss of trees and hedgerows in the site that are important for biodiversity and screening; wildlife on the site is not fully considered in the submission; important area on edge of city comprising wood, scrub and marsh; provides habitat for insects including butterflies, lacewing, dragon flies and bees; site includes bluebells, wildflowers and grasses of many species and many species of fungi; Lancashire Constabulary's response would conflict with protecting retained wildlife areas.
- **Residential amenity.** Impact on privacy of Chelmsford Close given location of site on hill; increased noise from more properties; impact on new residents from noise from M6
- **Security and safety.** Security concerns by opening the access to the woodland up to the public; safety of children with access to a body of water close to housing
- **Impact on air quality; increased air pollution from cars serving the development.**
- **Overdevelopment.** 120 houses is too many and flats would be inappropriate.
- **Housing need.** Question need for new houses in Lancaster; should include be smaller, one storey properties to suit older residents
- **Lack of infrastructure to support development.** Schools, roads and services already under stress; does not include amenities for the area; GP and dental practices do not have capacity.

2 pieces of correspondence were received, neither objecting or supporting the proposal but raising the following comments:

- All houses should be fitted with solar panels
- Area needs new houses for families
- No path or street lighting from the site to the north down to Grab Lane so very dangerous especially for wheelchair users and unsafe in the dark.
- The bus stop is in an unusual place on Newlands Road and has no shelter.

4.3 The scheme was amended in October 2023 with the number of dwellings reduced from up to 120 to up to 110 and a further 35 comments were received raising an objection to the application which raise similar concerns to those set out above.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Principle of residential development;
- Impact on the character and appearance of the area, layout, design and open space;
- Impact on heritage assets;
- Traffic impacts, access and sustainable travel;
- Flood risk and drainage;
- Biodiversity and Trees;
- Residential Amenity;
- Affordable housing, housing standards and mix;
- Education and health;
- Sustainable design and renewable energy and;
- Air Quality.

5.2 **Principle of Residential Development** NPPF sections: 2(Achieving Sustainable Development), 5 (Delivering a Sufficient Supply of Homes), and 15 (Conserving and Enhancing the Natural Environment); Strategic Policies and Land Allocations (SPLA) DPD policies SP1 (Presumption in Favour of Sustainable Development), SP2 (Lancaster District Settlement Hierarchy), SP3

- 5.2.1 The site relates to undeveloped agricultural land located on the eastern edge of Lancaster, close to existing residential development and the M6 motorway. This forms part of a wider Urban Setting Landscape designation in the Local Plan. This designation extends to the north, up to Junction 34, and to the south, to Blea Tarn Road, and broadly covers the rural land between the M6 and the eastern fringes of the urban development of Lancaster. In the case of this site, there is a ribbon of residential development on the eastern side of Newlands Road between part of the site and the motorway.
- 5.2.2 Policy SP2 of the Strategic Policies and Land Allocations (SPLA) DPD sets out the settlement hierarchy for the district, with Lancaster at the top, and Policy SP3 sets out the development strategy for the District, promoting an urban-focussed approach to development, concentrated towards the main urban areas of Lancaster, Morecambe, Heysham and Carnforth. The principle of residential development within Lancaster is therefore supported. The location of the site does present some issues with sustainable patterns of transport, given the location towards the edge of the built-up area, however this is discussed in the relevant section below.
- 5.2.3 Policy EN5 of the Strategic Policies and Land Allocations (SPLA) DPD seeks to conserve areas designated with local landscape designations, including Urban Setting Landscapes, and safeguard natural features. It sets out that development proposals will only be permitted where they preserve the open nature of the area and the character and appearance of its surroundings. Policy DM46 of the Development Management DPD adds to this approach by outlining that particular regard will be made to the historic townscape and built form of the urban areas and reiterates that, within these areas, the Council will only support development that preserves the open nature of the area and the character and appearance of its surroundings.
- 5.2.4 The application seeks outline planning permission for up to 110 dwellings, which is a slight reduction from the originally submitted scheme comprising up to 120 dwellings. Whilst there has been a reduction in the number of units, the proposed residential development would fail to preserve the open nature of the area as it would result in a significant amount of built development and associated infrastructure on a large proportion of the site which is currently open undeveloped agricultural land. The development would include the alteration to land levels and the loss of some trees and hedgerows, although the full extent of this is not fully clear as this relates to an outline proposal. The site is on the edge of Lancaster, and is semi-rural in character, seen in the context of other undeveloped or open land, including that of the below ground reservoir to the northeast of the site. The impact of the development on the surrounding area is considered within the sections below, however, it is clear that the proposal directly conflicts with policies EN5 and DM46 of the Local Plan.
- 5.2.5 Paragraph 61 of the National Planning Policy Framework (NPPF) sets out that to support the government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. The Council's most recent Housing Land Supply Statement (January 2025) identifies a housing land supply of 2 years, which is a significant shortfall against the required 5-year supply set out in the NPPF. Paragraph 11 of the NPPF also requires that, where a local planning authority cannot demonstrate a 5-year supply of deliverable housing sites, permission should be granted unless the application of policies in the NPPF that protect areas or assets of importance (such as areas at risk of flooding) provide a clear reason for refusing permission or any adverse impacts would significantly and demonstrably outweigh the benefits of the proposal. This means applying a tilted balance towards the delivery of residential development.
- 5.2.6 As set out above, the proposal will clearly conflict with the aims and objectives of policies EN5 and DM46 which seek to conserve areas designated as Urban Setting Landscape. However, the local planning authority currently has a significant undersupply of deliverable housing sites. In addition, the development strategy for the District, set out in policy SP3 of the SPLA DPD, promotes an urban-focussed approach to development concentrated towards the main urban areas of Lancaster, Morecambe, Heysham and Carnforth. Therefore, the delivery of 110 dwellings in a sustainable urban location is considered to have significant weight in the planning balance against the harm identified.

However, this also requires consideration of all the impacts of the development which are set out in the sections below.

- 5.3 Impact on the character and appearance of the area, layout, design and open space**
NPPF sections: 8 (Promoting healthy and safe communities), 11 (Making effective use of land); 11 (Achieving well-designed places); 15 (Conserving and enhancing the natural environment); Strategic Policies and Land Allocations (SPLA) DPD: SP8 (Protecting the Natural Environment), and EN5 (Local Landscape Designations); Development Management (DM) DPD policies: DM29 (Key Design Principles), DM43 (Green and Blue Infrastructure), DM46 (Development and Landscape Impact) and DM57 (Health and Well-Being)
- 5.3.1 The site is located adjacent to the eastern edge of the built-up area of Lancaster and forms part of a wider area designated in the Local Plan as Urban Setting Landscape, as discussed above. It comprises agricultural land, although some areas of the site are more enclosed and wooded in character. The land rises relatively gently from Newlands Road to the north, with a high point towards the northeast boundary, and slopes more steeply downwards towards the northwest corner of the site. A stream runs through the site from northwest corner, along most of the eastern boundary before bending to the northeast and exiting the site at its frontage with Newlands Road. The area containing the stream is more wooded in character, with land to the north and northeast of this being more open, with hedgerows along its boundaries.
- 5.3.2 The landscape character type which covers the site is identified as Drumlin Field (13), sub-type Docker-Kellet-Lancaster (13c), within the Lancashire County Council Landscape Strategy for Lancashire (December 2000). This character type is characterised by a 'field' of rolling drumlins, predominantly pasture with fields bounded by clipped hedges or stone walls, which rise up over the hillocks accentuating the relief of the hills with narrow streams winding through the drumlins and small mixed woodlands contributing to the rural wooded character. The rolling landform is evident within the site, but is not as pronounced on the side which is visible from Newlands Road, with the topography appearing gentler. The stream and wooded area are very much characteristic of the landscape character.
- 5.3.3 Whilst the development will result in the loss of open agricultural land, it is considered that it would not be overly prominent within the landscape and would be relatively well related to existing residential development. Views from the northeast, where the development would potentially be more prominent due to the topography, will be very limited given the existing built-up development within Lancaster and the landform on which it sits. The scheme would be unlikely to leave much open space between the proposed built development and Newlands Road so would essentially remove the undeveloped land to the west of the motorway that the designation of Urban Setting Landscape seeks to retain as open. However, it is acknowledged that there is already some residential development between the site and the motorway, on the eastern side of Newlands Road, although this is at a lower level than the motorway and the land within the site rises up from this.
- 5.3.4 The proposal relates to the erection of up to 110 dwellings, and includes roads, drainage, open space and other associated infrastructure. This is an outline application and planning permission is sought for the principle of the development and the access from the highway, with all other matters reserved. As such, the design and layout would be considered through a separate process, if outline planning permission was granted. However, indicative layout and section plans were requested and have been provided to help fully assess whether the quantum of development proposed can be accommodated. In particular, concerns were raised with the applicant regarding the development of the more wooded areas of the site for various reasons including design, amenity and ecology. It was also not clear how the development would be accommodated on the steeper parts of the site. The more detailed indicative plans were submitted and a reduction in the number of units was also made from up to 120 to up to 110 dwellings.
- 5.3.5 There still remains concerns whether the number of dwellings proposed can be appropriately accommodated within the site (density is suggested as being circa 26 dwellings per hectare). The wooded and enclosed area adjacent to Newlands Road, towards the southern corner of the site has now been removed from the site boundary. Much of these concerns regarding the development in this area related to impacts on trees and the wider wooded area and also amenity to future occupants due to overshadowing from trees. The indicative plans still show development in the western section of the site which is separated from the larger open field by a mixed hedgerow. It has

been repeatedly requested that no dwellings are proposed in this area, however the indicative scheme still shows them. One of the main reasons relates to the impact of ecology on the site but there are also design concerns. Dwellings in this location will appear slightly detached and possibly slightly incongruous in the setting of the stream, particularly if public access is proposed through this area. This is because the land where the dwellings have been shown is at a much higher level than the stream with a steep banking running down to this. There are also concerns in terms of design and place making, as it would be likely that rear garden would face the stream, poorly enclosing this with elevated timber fences.

- 5.3.6 However, the applicant has stressed repeatedly that it is an outline application with an 'up to' number of dwellings, which means that they could submit a reserved matters application with less dwellings (or smaller dwellings). They are also not seeking approval for the parameters plans so it would be possible to fully consider the implications of development in different parts of the site at a later stage. However, it also needs to be considered whether the quantum of the development proposed could be appropriately accommodated on the site. Reducing the areas where development would be acceptable pushes the majority of the units into the largest part of the site where there are already concerns about what has been shown in the indicative plans.
- 5.3.7 From the indicative plans, it is not clear where amenity space to serve the new development would be located, in addition to an equipped play area. An amenity space where children could kick a ball around would be expected to be provided. Given the scale of the development, other open space provision would be provided off-site by way of a financial contribution, in relation to outdoor sports and young persons' provision. However, it is important that an appropriate amount of good quality open space is provided to serve the development in the interests of amenity, health and well-being and also design. In terms of the levels. The plans indicate that there could be around 5 metre level difference between parallel roads within the development and this has not been considered in terms of separation distances between dwellings. It is also not clear how level changes would be dealt with at this and it would be expected that dwellings would be built into the slope to reduce the reliance on large retaining structures that can be dominating and poor features in terms of place making. The indicative layout also raises concerns regarding the predominance of car parking at the front of dwellings, limited scope for greening from front gardens and street trees throughout the site and the enclosure of hedgerows running through and adjacent to the site boundaries, rather than incorporating them positively into the design of the layout.
- 5.3.8 Policy DM29 sets out that development should make a positive contribution to the surrounding landscape and townscape and contribute positively to the identity and character of the area through good design, having regard to local distinctiveness, appropriate siting, layout, palette of materials, separation distances, orientation and scale. Paragraph 131 of the NPPF also emphasises that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 135 goes on to say that decisions should ensure that developments will function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character and history including the surrounding built environment and landscape setting and establish and maintain a strong sense of place.
- 5.3.9 There still remain significant concerns whether the above can be achieved from the quantum of development proposed. This also links to impacts on biodiversity and also ensuring appropriate amenity for future occupants, which is discussed later in this report. However, it is acknowledged that the proposal relates to an 'up to' figure for the proposed housing numbers, and a reserved matters application could be submitted for less houses on the site. There would also be the ability to refuse a reserved matters application if it was considered to be unacceptable in terms of layout and design. As such, whilst there are still concerns regarding the number of units proposed and the ability of this number of units to be accommodated and provide high quality design, appropriate open space and place making, on balance it is considered that these matters could be addressed at the reserved matters stage, and there would still be the ability to reduce the housing numbers given the description of the development.
- 5.3.10 For the reasons set out above, it is therefore considered that the proposal would not have a significant landscape impact, notwithstanding the conflict with the landscape designation and its

purpose, and could deliver a well-designed scheme, if concerns set out in this report were fully addressed at the reserved matters stage.

- 5.4 **Impacts on Heritage Assets** NPPF section: 16 (Conserving and enhancing the historic environment); Strategic Policies and Land Allocations (SPLA) DPD policies SP7 (Maintaining Lancaster District's Unique Heritage); Development Management (DM) DPD policies DM37 (Development Affecting Listed Buildings), DM38 (Development Affecting Conservation Areas), DM39 (The Setting of Designated Heritage Assets), DM41 (Development Affecting Non-Designated Heritage Assets and Their Settings) and DM42 (Archaeology)
- 5.4.1 Williamson Park Conservation Area is located approximately 600 metres to the northwest of the site and contains a number of listed buildings including Ashton Memorial which is Grade 1 Listed. There is a presumption in favour of preserving the character and appearance of listed buildings and their setting (as set out in S.66 of Planning (Listed Buildings and Conservation Areas) Act 1990. Policies DM37, DM38 and DM39 acknowledge that the significance of heritage assets can be harmed through development within their setting. Whilst the site is slightly elevated, given the distance of the site from the heritage assets and intervening industrial and residential development, it is considered that the development will not cause harm to the significance of the heritage assets through development within their setting.
- 5.4.2 County Archaeology have provided comments in relation to the proposal and the potential for archaeological remains to be present on the site. They have advised that the site lies immediately north of a line of bungalows on the south side of Newlands Road, where the remains of a series of pottery kilns were encountered in 1979. The kilns are thought to date to the late 18th or early 19th century and appear to have produced both pottery vessels and drainage pipes. The full extent of the pottery production site was not identified at the time, and it is possible that it extends into the development site. Newlands Road is also thought to be the line of the Roman road exiting Lancaster on this side, proceeding to the fort at Overburrow. The watercourse running along the western boundary of the site formerly fed the mill pond for the medieval Scotforth Corn Mill. In the wider area, a series of Bronze Age cremation urns have been discovered in what is now Williamson Park and along the ridge running to the southwest.
- 5.4.3 As there is some potential for as-yet unrecorded archaeological remains to be present on this site it is considered that a phased scheme of investigation and recording should be implemented as part of the early stages of the development which can be covered by a condition. In this case, it is not considered that the potential for archaeological remains on the site would prevent the development taking place and securing a programme of archaeological work by condition would ensure that the development accords with policy DM42 of the DM DMD in addition to section 16 of the NPPF.
- 5.5 **Traffic impacts, access and sustainable travel** NPPF section: 9 (Promoting Sustainable Transport); Strategic Policies and Land Allocations (SPLA) DPD policy: SP10 (Improving Transport Connectivity); Development Management (DM) DPD policies DM29 (Key Design Principles), DM57 (Health and Well-being), DM58 (Infrastructure Delivery and Funding), DM60 (Enhancing Accessibility and Transport Linkages), DM61 (Walking and Cycling), DM62 (Vehicle Parking Provision), DM63 (Transport Efficiency and Travel Plans) and DM64 (Lancaster District Highways and Transport Masterplan).
- 5.5.1 Given the scale of the development, and potential impact on the Strategic Highway Network, National Highways were consulted on the application. They have raised no objections to the application but have recommend that the creation of a Travel Plan is controlled by condition. National Highways have observed that the application is weak in detail as to how the development would actually support the reduction in need to travel by private car and prioritise sustainable transport opportunities. The application needs to therefore demonstrate how it has considered how the layout, broadband infrastructure and easy access to local amenities will support those aims and the government's Net Zero aims in relation to transport.
- 5.5.2 The application was originally submitted with all matters reserved, but was amended to include permission for the access off Newlands Road to serve the development. The amended plans include visibility splays to the northeast of 2.4 by 59 metres and to the southwest of 2.4 by 63 metres. The access point would be 5.5 metres wide with a 6 metre radii. A 3 metre shared footway and cycleway has been shown along Newlands Road to the southwest of the site access, following a request from

Lancashire County Council Highways in their initial consultation response. The 20mph speed limit is proposed to be relocated just past the northeast extent of the site and a gateway feature proposed. The exiting 40mph to 30mph change point to the northeast along Newlands Road is also proposed to be enhanced. A pedestrian crossing with refuge island is proposed on Newlands Road towards the southeastern end of the site.

- 5.5.3 The above changes have addressed the concerns raised about the access and immediate impacts of the development close to the site. However, there are still concerns regarding the accessibility of the site and access to sustainable modes of transport and the impact on the wider highway network.
- 5.5.4 The site is located on the eastern edge of the built-up area of Lancaster. The distance to the nearest bus stop on Newlands Road (with a regular service) is around 450 metres from the site entrance, and around 600 metres from the centre of the site. The bus that services this stop (no. 9) also only operates between 9.10 and 17:43 (with the last bus leaving the bus station at 17.10), which means that it may not be an option for many people accessing work in Lancaster or linking to other bus or train services. The nearest frequent bus service appears to be on Grab Lane/Wyresdale Road, and would provide a better service, starting earlier and finishing later in the day. To reach this stop, people would need to walk on roads and verges and the proposal fails to provide an appropriate link to this. This route also provides access to recreational opportunities at Williamson Park and some other amenities and Lancaster Leisure Park which again is not facilitated through the development. There is however a very frequent bus service that operates along Bowerham Road, which is circa 1km from the development proposal. The best solution would be a route to the north across adjacent land, however this is not possible as it is in a different ownership and is currently being developed for a drainage scheme to serve a new development off Wyresdale Road. Whilst adjacent to existing residential development, the site is poorly located and sustainable patterns of travel are unlikely to be achieved. These deficiencies mean that the residents at the site are likely to be highly reliant on private transport.
- 5.5.5 Lancashire County Council, as the Local Highway Authority, have also requested a contribution to mitigate impacts from the development on the wider highway network. The applicant does not agree that the contribution is necessary to make the development acceptable in planning terms and this has resulted in the more recent delays in determining the application. The applicant has now confirmed, through the submission of the non-determination appeal that they are not willing to provide any financial contribution to mitigate highway impacts and therefore the proposal needs to be considered on this basis.
- 5.5.6 In County Highway's response on 10 July 2024, they noted that the application does not comment on making the proposal more sustainable or limiting impacts on the transport network. They have raised particular concerns regarding local corridor impacts, Lancaster City Centre gyratory, Pointer Roundabout, Hala Road Signalised Junction, Galgate, and other corridors implicated by this development alone and in combination with other proposals. In terms of the assessment that has been submitted with the application, they have noted that traffic growth has only been considered at the site access, there is no operational assessment of any junctions beyond the site access, there is no consideration of committed development, no consideration or reference to data that exists covering the wider area and no collision analysis other than at the site access.
- 5.5.7 County Highways have advised that based on the information presented and in isolation they would raise an objection. However, there is other available evidence on operation to inform their response, with other analysis from recent proposals and the evidence-based strategy the County Council has prepared. From this they consider that the development will have impacts on Pointer Roundabout, Hala Road signalised junction, Lancaster City Centre Gyratory, further afield at Galgate, and elsewhere to a lesser extent.
- 5.5.8 To mitigate the impacts identified, County Highways have requested contributions to a limited number of projects. They have advised that the calculation of the figure towards each project has been undertaken by a gravity model, whereby impact on areas of the network from the proposal is calculated using scale of development in the context of the adopted local plan, the type of development, and its location. The funding request is based on these factors, along with estimated

costs of works. They have also highlighted concerns regarding existing public transport and have advised that it is unlikely that the existing route would be diverted and that improvements to public transport would also be required either through an additional contribution or under Section 278 through which highway works can be secured by the highway authority. Although it is not clear what could be done to significantly improve the existing provision.

5.5.9 Below are the details of the proposed initiatives and level of contribution requested:

<i>Initiative Ref</i>	<i>Location</i>	<i>Measure</i>	<i>Sum</i>	<i>Initiative Cost*</i>	<i>Supporting Document/Plan</i>
7	Pointer Roundabout	Contribution towards improvements at Pointer Roundabout	£200,000	£2,565,284	Lancaster Infrastructure Strategy Appendix G
2	A6 Preston Lancaster Road	Hala Road signal timing review, contribution towards improvement of cycle and pedestrian facility improvement	£200,000	£7,080,878	Lancaster Infrastructure Strategy Appendix B
8	Gyratory	Contribution towards improvements on Lancaster's Gyratory	£200,000	£21,741,910	Lancaster Infrastructure Strategy Appendix H
12	Lancaster Wide	Contribution towards the introduction of intelligent traffic management and Red Route along the A6 between Lancaster City Centre and Galgate. Measures to improve pedestrian and cycle safety from the proposed development to the City Centre and South Lancaster, and tackle rat running down lanes.	£157,680	£3,847,927	

5.5.10 Whilst the applicant has contested this, the Local Highway Authority have maintained their position. The level of contribution requested is high (**£6888 per dwelling**) but it is considered that the projects to which the money has been requested relate to the impacts of the development proposed and details have been provided in relation to the projects and their overall costs. Therefore, it is difficult to reach a view that these would not be proportionate, and no viability evidence has been provided by the applicant to show that it would make the development unviable. The Local Highway Authority are clear that there is significant evidence in all recent analysis that the operation of Lancaster's highway network becomes unacceptable with planned and allocated development without the identified necessary changes to the network. The changes identified are necessary to accommodate further development, without which there would be severe impacts in terms of both safety and congestion.

5.5.11 Policy DM60 of the Development Management DPD requires development proposals to be accessed safely during construction and operational phases of development and ensure that they

minimise the need to travel, particularly by private car, and maximise the opportunities for the use of walking, cycling and public transport. It goes on to say that proposals should seek to maximise efficiency and capacity on the existing transport and highway network and where such capacity is insufficient to accommodate the proposal, the provision of new transport and highway infrastructure will be sought as a priority. Depending on the scale, nature and location of development, new infrastructure, either in whole or in part, will be required to enable the properly phased implementation of the development. Where capacity is insufficient, and inadequate mitigation measures are proposed to remediate this issue, then planning permission is likely to be refused. Policy DM58 and DM64 also support contributions to mitigate impacts to highway infrastructure.

5.5.12 Paragraph 115 of the NPPF also sets out that in assessing applications for development it should be ensured that sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location and any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision-led approach. Paragraph 116 goes on to say that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

5.5.13 The Highway Authority do consider that the impacts of the development could be mitigated. However, the applicant has confirmed that they will not agree to a financial contribution to allow this mitigation to be provided, and therefore the scheme would not secure necessary mitigation and would therefore result in a severe impact in terms of both safety and congestion. The submission also fails to demonstrate how public transport or access to public transport would be improved which is also a weak part of the proposal given the location on the edge of Lancaster. It is therefore considered that the proposal is contrary to policies DM60, DM58 and DM64 of the Development Management DPD in addition to section 9 of the NPPF.

5.6 **Flood Risk and Drainage** NPPF section: 14 (Meeting the challenge of climate change, flooding and coastal change); Strategic Policies and Land Allocations (SPLA) DPD policy SP8 (Protecting the Natural Environment); Development Management (DM) DPD policies DM29 (Key Design Principles); DM33 (Development and Flood Risk), DM34 (Surface Water Run-off and Sustainable Drainage) and DM35 (Water Supply and Waste Water)

5.6.1 Both Local Plan policy DM33 and the NPPF require a sequential approach to development in respect of flood risk. If a site contains areas of medium or high risks of flooding, taking into account all sources of flood risk, a sequential test would be required to demonstrate that there are no sites at a lower risk of flooding where the development could be located. The changes to the NPPF in December 2024 introduced some flexibility to this, setting out that a sequential test would not be required if the submitted flood risk assessment demonstrated that the built development could be located outside areas of flood risk.

5.6.2 When the application was submitted, the site boundary included areas of high and medium flood risk associated with the adjacent watercourse (flood zones 2 and 3). The Council's 2021 Strategic Flood Risk Assessment (SFRA) also identified a risk of groundwater flooding. As a result, the location plan was amended to remove the areas of fluvial flood risk. A new SFRA was published at the beginning of this year and this used different data in respect of groundwater flooding and this does not now show a medium or high groundwater flood risk. There are no high or medium flood risks within the site identified within the Council's Strategic Flood Risk Assessment or on the Environment Agency maps, which includes consideration of future flood risk. As such, a sequential test is not required to be undertaken in relation to this proposed development.

5.6.3 Paragraph 181 of the NPPF requires applicants to demonstrate, through a site-specific flood risk assessment, that:

- within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
- the development is appropriately flood resistant and resilient such that, in the event of a flood, it could be quickly brought back into use without significant refurbishment;
- it incorporates sustainable drainage systems unless there is clear evidence that this would be inappropriate;
- any residual risk can be safely managed; and

- safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

5.6.4 Paragraph 182 sets out that applications which could affect drainage on or around the site should incorporate sustainable drainage systems to control flow rates and reduce volumes of runoff, which are proportionate to the nature and scale of the proposal and these should provide multifunctional benefits wherever possible, through facilitating improvements in water quality and biodiversity, as well as benefits for amenity. Sustainable drainage systems provided as part of proposals for major development should:

- take account of advice from the Lead Local Flood Authority (LLFA);
- have appropriate proposed minimum operational standards; and
- have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and

5.6.5 Policy DM34 sets out that surface water should be managed sustainably within new development. The Council expects that proposals for all new development will use Sustainable Drainage Systems (SuDS), giving priority to naturalistic solutions incorporated into the soft landscaping of the development, with multi-functional benefits as part of an integrated high-quality green and blue Environment. It states that all development must incorporate SuDS which have been designed to incorporate the following:

- Flood risk reduction measures;
- The management of surface water in stages as close to the source as possible;
- Environmental and biodiversity benefits;
- Pollution control, multi-level source control;
- Landscape and amenity enhancement;
- Where a site includes a water course, development must include measures to restore and provide natural flood management, remove and naturalise culverts, create a predictable flow, include storage, measures to manage peak flows;
- Measures of an adoptable standard; and
- Appropriate safety measures.

5.6.6 A flood risk assessment and sustainable drainage was submitted with the application, however the LLFA raised concerns regarding this. In particular, they raised concerns that no evidence had been provided to demonstrate how the required volume of surface water attenuation can be technically achieved and constructed on the site, considering the steep gradients. The Environment Agency also originally raised an objection as elements of the drainage scheme were located within flood zones 2 and 3.

5.6.7 Following the submission of amended details, the LLFA have removed their objection and are satisfied that an appropriate drainage scheme can be designed and delivered to ensure that surface water is appropriately disposed and does not increase flood risk on or off the site. The Environment Agency also removed their objection. The submission sets out that, preliminary site investigation suggests that the site is most likely underlain by cohesive strata and, for this reason, infiltration has been assumed to be unsuitable at this stage although testing will be required to confirm this. There is a watercourse which runs adjacent to the site and it is proposed that the surface water will discharge into this. Due to the topography of the site, the indicative drainage scheme proposes that the surface water drainage is split into several networks, with each ultimately discharging into the existing watercourse, with the discharge restricted to greenfield runoff rate using vortex flow control devices. Attenuation is proposed in the form of attenuation swales, attenuation basins and geocellular attenuation baskets. It therefore includes above ground drainage which can have multi-functional benefits subject to the design. Due to the topography of the site, the foul drainage network will be served by gravity fed sewers to two locations in the north west of the site where it will then be pumped up to the existing United Utilities sewer in Newlands Road.

5.6.8 Whilst the LLFA have not raised an objection, they have set out some advice within their response which will need to be fully considered when the final drainage scheme is designed, and this includes a number of technical matters that will need to be addressed. It has also been highlighted by the LLFA and the Environment Agency that the site is located within the Burrow Beck catchment, which

is a source of high fluvial flood risk to downstream communities. The cumulative impact of development within the catchment is a concern for both local communities and flood risk management authorities and has already resulted in developer-led schemes within the catchment to address existing flooding issues. The Lead Local Flood Authority, therefore, expect the applicant to maximise the opportunities presented by the proposed development to reduce the causes and impacts of flooding off-site. They have advised that, while the revised drainage strategy now provides natural flood management (proposed leaky dams in the ordinary watercourse), it does not provide betterment beyond minimum expected standards, and does not provide source control.

- 5.6.9 As this is an outline application, a final drainage scheme would be covered by a condition. Particularly given the steep topography of the site and some of the other constraints of the site, including trees, it is considered to be important that a scheme is submitted at the same time as a reserved matters application to ensure that it is fully considered in the proposed layout. Management would be covered by a condition and the requirement to set up a management company would be included within a Section 106 legal agreement. Whilst there are clearly concerns from residents regarding the potential for increased flood risk resulting from the proposed development, on the basis of the detailed comments from the LLFA and with no objection being raised by the EA, it is considered that an appropriate drainage scheme, that would comply with the requirements of policy DM34 and the NPPF, can be designed to serve the development which would be covered by condition.

5.7 **Biodiversity and Trees** NPPF section: 15 (Conserving and enhancing the natural environment); Strategic Policies and Land Allocations (SPLA) DPD policies: SP8 (Protecting the Natural Environment and EN7 (Environmentally Important Areas); Development Management (DM) DPD policies DM29 (Key Design Principles); DM43 (Green and Blue Infrastructure), DM44 (Protection and Enhancement of Biodiversity) and DM45 (Protection of Trees, Hedgerows and Woodland).

- 5.7.1 The site is located approximately 3.2 kilometres from the Lune Estuary Site of Special Scientific Interest, which is also covered by the Morecambe Bay Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site. Natural England advised that they required further information to determine the significance of the impacts and scope for mitigation. In particular, their concerns related to potential pollution impacts to the designated sites during and post construction and impacts from recreational disturbance.

- 5.7.2 The site is quite detached from the designated sites although there is potential for pathways of pollution. This application is in outline but an indicative drainage scheme has been submitted that proposes discharge of surface water to the watercourse and foul water to the existing sewer system. It is therefore considered that any potential impacts could be appropriately mitigated by requiring details through a condition. In addition, the LLFA have requested a condition requiring a construction surface water management plan which would include measures taken to prevent siltation and pollutants from the site entering any receiving groundwater and/or surface waters, including watercourses, with reference to published guidance. As such, it is considered that any potential impacts can be controlled by a condition.

- 5.7.3 The Recreational Disturbance Study that was carried out as part of the evidence base for the local plan found that visitors to Morecambe Bay who were on a day-trip/short visit from home travelled a median distance of 3.454km to get to the designated sites. The Habitats Regulations Assessment (HRA) for the Local Plan therefore considered that increased disturbance to birds (as a result of recreational pressure) at a European site could occur, particularly for allocations within 3.5km. The proposal therefore does have potential for impacts to the designated areas from recreational disturbance. Natural England have advised that any public open space that will be provided within the scheme and any nearby Sustainable Alternative Natural Greenspaces (SANGs) that could be used for recreational purposes as an alternative to the nearby coastal sites need to be considered.

- 5.7.4 As discussed in the section above, there are concerns that the indicative layout does not identify a sufficient amount of meaningful open space. However, this is an outline application and it could be conditioned to ensure that the layout does provide this. The site is also relatively close to Williamson's Park which could provide alternative space for recreation. Given the lack of footways it is likely that most people would visit this in a car, although they would also mostly need to use a car to visit Morecambe Bay. As such it is considered that there is suitable alternative provision close to the site and sufficient open space could be incorporated into the layout. Ideally this would include

paths through the site, to provide opportunities for dog walking which can be particularly harmful to over wintering birds in the vicinity of Morecambe Bay.

- 5.7.5 Homeowner packs can also be provided to advise of the sensitivities of the site and details of alternative recreation close to the site. However, given the scale of the site and concerns about the effectiveness of such packs, particularly as they would only be available for the first occupant of each dwelling, boards could be placed within the site to serve the same purpose. This could be controlled by condition.
- 5.7.6 In relation to other ecological matters, Greater Manchester Ecology Unit (GMEU) have provided comments, although it is noted that their assessment has not included a visit to the site. They initially raised concerns about the initial ecological appraisal as it was carried out over winter and would not therefore actually reflect the biodiversity of the site. As a result, an updated survey was submitted. The application would not be subject to the requirement of 10% mandatory biodiversity net gain (BNG), because of when the application was submitted, but it would still be expected that the scheme would deliver this, with it provided on or adjacent to the site, in the land that is now within the blue edge but outside the red edge on the location plan. This would need to be covered by a S106 legal agreement, particularly to ensure that the BNG outside the red line boundary was secured, delivered and maintained. GMEU have queried how realistic or sustainable enhancements to on-site habitats will be in the long-term, given the development of the majority of the site and consequent disturbance pressures.
- 5.7.7 GMEU have advised that the proposals have the potential to affect important local habitats, including woodland, water courses, hedgerows and marshy and semi-improved grassland. Current outline plans indicate that the most important areas of habitat could be retained on site, although some habitat losses are inevitable, particularly of semi-improved grassland. They have advised that: detailed plans for built development should aim to avoid losses to notable habitats; measures are taken through a Construction Environmental Method Statement to avoid any harm to retained habitat and a long-term Habitat and Landscape Management Plan should be required for retained and newly created habitats.
- 5.7.8 In relation to particular species, GMEU have advised that, whilst signs of otters were recorded on site during surveys, it is acknowledged that otters may use the site for transit and occasional laying up. However, the most important habitats for otters along the watercourse will not be lost to the development, and that landscape connectivity along the water course will be retained, albeit that the local landscape is fragmented by the motorway and existing built development. GMEU have also advised that the proposal is unlikely to cause harm to badgers, water voles or bats and any vegetation clearance should be undertaken outside the optimum time of year for bird nesting (March to August inclusive). The site would also benefit from the introduction of bird nesting and bat roosting boxes, and by retaining landscape connectivity by leaving gaps in boundaries for mammals. Direct lighting of the retained watercourse and woodland on the site should be avoided in any detailed lighting layouts prepared for the site.
- 5.7.9 The submission has been more recently reviewed by the Council's Biodiversity Officer, who was not in post when the application was submitted, given that another application for housing has been submitted close to the site. This included a site visit in February 2025 and a further visit in May 2025. The Officer has advised that the site has local value as one of the few remaining areas of semi-natural greenspace in north-east Lancaster, a resource which has been reduced by urban development to the west, and further land is allocated along Grab Lane. Whilst the habitats present do not stand out individually as being of county importance for biodiversity, the site is of the habitat type classed as habitat mosaic in the Biological Heritage Sites Guidelines for Site Selection (October 2024). The site is not large enough, on its own, to meet the size requirement for a Biological Heritage Site of County importance under the habitat mosaic criteria, but it is of value in the context of the urban fringe of Lancaster and should be considered as part of the local green and blue infrastructure.
- 5.7.10 In relation to the proposal, the Biodiversity Officer has advised that the developable area should be further reduced, limiting housing to within the large field, with housing omitted from the south field completely, keeping this area visually and physically separated from housing development and retain its existing character. The indicative layout would enclose the retained hedges within or adjacent to gardens or against noise fencing, leaving no room for hedge margin nor adequate access for future management which would reduce the quality and condition of the hedges. This concern is

set out above in the design section and has also been raised by the Council's Arboricultural Officer, who also raised significant concerns about developing on the eastern position of the site and ensuring that changes to site levels fully consider the potential impact on trees. These comments echo and support concerns that have been raised with the applicant throughout the application about the southern area of the site being developed in particular and link back to concerns about the quantum of development proposed.

- 5.7.11 In terms of the ecology surveys undertaken, the Biodiversity Officer has advised that the additional habitat survey in spring 2023 was not a comprehensive botanical survey, but did it provided some recognition that the grassland was of better quality than assumed in the initial walkover survey. However, no appraisal of the site for invertebrate value has been undertaken and the recent visit to the site identifies that this could be significant.
- 5.7.12 Overall, it is considered that ecology impacts could be mitigated, however the built development should be designed to ensure that the most sensitive areas are preserved and it will be challenging to ensure that this could be well designed into the overall scheme without putting too much pressure on retained habitats. Trees and hedgerows should be positively designed into the layout and not enclosed by timber fencing, both in terms of protecting and enhancing biodiversity but also design and placemaking. It is likely that the number of units would need to be significantly reduced to achieve this. Whilst there are deficiencies in the surveys, it is considered that updated surveys could be provided by condition or legal agreement to ensure that this informs the layout and the baseline ecology value of the site to inform enhancements and ensure a net gain on the site. Subject to concerns being addressed through the final layout, it is considered that the proposal would not conflict with Local Plan policies, DM43, DM44 and DM45 and the aims and objectives of section 15 of the NPPF.
- 5.8 **Residential Amenity** NPPF sections: 8 (Promoting healthy and safe communities), 12 (Achieving well-designed places), 15 (Conserving and enhancing the natural environment - noise and pollution); Development Management (DM) DPD policies DM29 (Key Design Principles), and DM57 (Health and Well-Being).
- 5.8.1 There are no residential properties immediately adjacent to the site to the north and northwest. Those to the southwest and northwest are separated from the main part of the site by the stream and wooded area. Given the sloping nature of the site, some concerns have been raised by nearby residents in terms of overlooking from an apartment block. Matters of overlooking could be addressed at reserved matters stage and the layout is only indicative at this stage. There are some dwellings on the opposite side of Newlands Road which face the site, however it is likely that the proposed dwellings would be set back from the road, allowing sufficient separation to ensure that there would not be a detrimental impact to the residential amenity of these properties as a result of loss of light or privacy. Subject to the final layout, it is considered that the development would not have a detrimental impact on the amenity of nearby residential properties.
- 5.8.2 The site is located in close proximity to the M6 motorway which means that noise levels are high within the site from this source. The motorway is raised from Newland Road which means that vehicles on the road are clearly visible from within the site and noise is clearly discernible. A noise assessment was submitted with the application, however it was noted that the noise measurements had not been taken within the application site. Whilst the relationship seems quite uncomfortable, Environmental Protection have confirmed that the impacts from the M6 could be appropriately mitigated through the glazing specification and fences to rear garden areas. This could be controlled by condition but it will be important to understand at reserved matters stage where mitigation will be required, particularly in terms of boundary treatments, as this may impact on the design and appearance of the scheme.
- 5.9 **Affordable housing, housing standards and mix** NPPF section: 5 (delivering a sufficient supply of homes); Development Management (DM) DPD policies: DM1 (Residential Development and Meeting Housing Needs), DM2 (Housing Standards) and DM3 (The Delivery of Affordable Housing).
- 5.9.1 In accordance with policy DM3, the development should provide 30% affordable housing on site. The application does propose this, and it would be secured by a legal agreement. The precise details of the location, size and tenure of the affordable housing would be agreed at the reserved matters

stage, but it would be expected to comply with the requirements of DM3 in terms of tenure and DM1 in terms of mix.

- 5.9.2 All new dwellings will be expected to meet the Nationally Described Space Standards, and at least 20% should meet Building Regulations Requirement M4(2) Category (accessible and adaptable dwellings), as set out in policy DM2 of the DM DPD. As this is an outline application, and the design and layout of the scheme is not yet known, these requirements can be covered by condition to ensure they are met.
- 5.9.3 It would also be expected that the development provides a mix of homes to meet that set out in Council's latest Strategic Housing Market Assessment to ensure that the new housing meets identified housing needs as set out in policy DM1. Whilst there is often some flexibility in this, it would be expected that at least 10% is bungalows given the critical national need for older persons housing identified in the Planning Practice Guidance (PPG). There are concerns regarding the indicative layout which has a reliance on apartments to show that the number of dwellings proposed can be accommodated. However, it is noted that the layout is only indicative but any reserved matters application would be expected to reflect the mix shown in the Council's evidence.
- 5.10 **Education and Health** NPPF section: 8 (Promoting healthy and safe communities - services and school places; Development Management (DM) DPD policies: DM57 (Health and Wellbeing) and DM58 (Infrastructure Delivery and Funding)
- 5.10.1 Lancashire County Council Schools Planning Team have confirmed that a contribution towards education is not required in relation to this development. This response was provided in 2024 and, as such, an update has been requested, should an amended response be received members will be updated verbally.
- 5.10.2 The NHS Integrated Care Board has made representations on the application and seeks a contribution towards local health care infrastructure. The response sets out that the proposal will generate approximately 264 new patient registrations based on an average household size of 2.4, which generates a contribution of £80,784. The site falls within the catchment area of Lancaster Medical Practice and they have advised that this need, along with other new developments in the area, can only be met through the development of a new practice premises in order to ensure sustainable general practice. The response sets out that the physical constraints of the existing sites at Meadowside and Rosebank mean that the current premises cannot be extended and opportunities to re-configure existing space to accommodate current growth have already been undertaken. However, the response goes on to say that the growth generated from this development would not trigger consideration of the commissioning of a new general practice but would trigger a requirement to support the practice to understand how the growth in the population would be accommodated and therefore premises options. Therefore, from this response, it is not clear how the contribution would be used.
- 5.10.3 The comments were provided in November 2023, and it is understood that the position has changed slightly. An updated response has been requested, however it is likely to be similar to that provided ore recently in relation to a different proposed housing development on Newlands Road. The NHS Integrated Care Board have set out that the solution is for a new health Centre to accommodate growth which would rationalise the existing surgeries with a new centre located at Bailrigg, on the site secured for the hospital. They have advised that the delivery of the health care centre is not tied to the delivery of the hospital, however there still seems to be some uncertainty regarding the site, with no detailed proposals for any buildings. Notwithstanding longstanding concerns over the extent of the actual funding gap as the basis for seeking these requests, at present there is still significant uncertainty about the project and it is not clear that it would directly relate to the development proposed given timescales but also location, although noting that it is the same practice.
- 5.11 **Sustainable Design and Renewable Energy** NPPF sections: 12 (Achieving well-designed places) and 14 (Meeting the challenge of climate change, flooding and coastal change); Development Management (DM) DPD policies: DM29 (Key Design Principles), DM30a (Sustainable Design and Construction), DM30b (Sustainable Design and Construction – Water Efficiency), DM30c (Sustainable Design and Construction – Materials, Waste and Construction) and DM53 (Renewable and Low Carbon Energy Generation)

- 5.11.1 In the context of the climate change emergency that was declared by Lancaster City Council in January 2019, the effects of climate change arising from new development in the District and the possible associated mitigation measures will be a significant consideration in the assessment of proposals. The Council is committed to reducing its own carbon emissions to net zero by 2030 while supporting the district in reaching net zero within the same time frame. Buildings delivered today must not only contribute to mitigating emissions, they must also be adaptable to the impacts of the climate crisis and support resilient communities. The Climate Emergency Review of the Local Plan was adopted in January 2025 and provided a partial review of the DM DPD and the SPLA DPD. This introduced policies DM30a, DM30b and DM30c which provide specific requirements in relation to sustainable design and construction and also made changes to some other policies.
- 5.11.2 The application was submitted prior to the adoption of the climate emergency review of the Local Plan, however the submission does include an Energy Statement. However, the submitted strategy appears to present advice and options on a potential energy strategy to the developer, rather than something used to assist the Local Authority with the determination of a planning application. For example, it sets out that photovoltaic panels are a viable option and if installed on a select number of plots across a development, this would be the most cost-effective solution to a site wide CO2 reduction. Water usage predictions have been made, and calculations have been undertaken to estimate water usage per household once the development is complete. However, the newly adopted policies set out certain requirements in terms of energy efficiency and water usage which the development will need to meet.
- 5.11.3 Given that this is an outline application, with permission only sought for the access, it is considered that sustainable design and construction measures can be secured by a condition. Although it will be important that statements showing how the development will meet the policies will be required at the same time as the reserved matters application to ensure that they can be fully integrated into to the design and also that, in designing the layout, sustainability matters have been fully considered.
- 5.12 **Air Quality NPPF section: 15 (Conserving and enhancing the natural environment); Strategic Policies and Land Allocations (SPLA) DPD policies: EN9 (Air Quality Management Areas); Development Management (DM) DPD policies: DM31 (Air quality management and Pollution) and DM57 (Health and Wellbeing)**
- 5.12.1 The site is not located within an area designated for poor air quality, however it is located approximately 1.5 km from the Lancaster Air Quality Management Area, although further by road. An Air Quality Assessment was submitted as part of the application. This considers the impact from the original development. It includes the consideration of potential dust emissions during construction and highlights suitable mitigation. This could be included within a construction management plan.
- 5.12.2 The proposals include one electric vehicle (EV) charging point for each house with private drive or garage. This is now required through Building Regulations so would not need to be covered by a condition. A site travel Plan (5 years), including promotion of public transport usage, active travel options and car clubs is also proposed. The report concludes that the development will not result in a significant impact on the area, and pollutant levels are currently declining. The inclusion of the mitigation measures, will help to reduce the impact of the development upon the local air quality. Environmental Protection have confirmed that they are satisfied with the proposed mitigation.

6.0 Conclusion and Planning Balance

- 6.1 The site is located on the eastern edge of Lancaster and is therefore close to a number of services, facilities and workplaces and is therefore considered to be a sustainable location for new residential development in principle. It also complies with the development strategy set out in the local plan which supports an urban concentration for development. However, the site is designated in the Local Plan as Urban Setting Landscape. The development of this site for 110 dwellings would therefore conflict with the purpose of the designation, as it would impact on its open character and therefore raises conflict with policies EN5 and DM46 of the Local Plan. However, the landscape and visual impacts would be limited to a relatively local area and it would be seen in the context of existing residential development, being located on the edge of the existing built up area.

- 6.2 Paragraph 61 of the NPPF sets out that to support the government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, and that the needs of groups with specific housing requirements are addressed, with includes those who require affordable housing. The Council's most recent Housing Land Supply Statement (January 2025) identifies a housing land supply of 2 years, which is a significant shortfall against the required 5-year supply set out in the NPPF. The scheme would provide up to 110 new dwellings, with 30% of these as affordable units. Particularly given the significant under delivery of both open market and affordable housing in the District, this is afforded substantial weight in the planning balance.
- 6.3 There are however significant concerns whether the quantum of development could be accommodated within the site, whilst providing appropriate design and sense of place, an appropriate standard of amenity for occupants particularly given the steep topography on parts of the site, acceptable amount of open space, an appropriate mix of housing to meet different needs, and adequate protection for and enhancement of the biodiversity of the site. However, it is acknowledged that the application seeks approval for an 'up to' figure, so a reserved matters application could be submitted with less units. Significant attempts have been made to negotiate a reduction in the number of units, however a further reduction from the 110 units now proposed has not been forthcoming. Whilst these concerns still remain this application is not seeking permission for the layout or design of the development.
- 6.4 Given the weight afforded to the provision of housing, and the limited visual impact of the proposed development, it is considered that the impact on the Urban Setting Landscape designation and the conflict with the policy would be outweighed by the benefits of providing this level of housing development which includes affordable housing provision.
- 6.5 However, as set out within the report, the applicant has confirmed that they will not agree to the provision of a financial contribution to mitigate impacts on the highway network as they do not consider that there will be a severe impact without mitigation. The Local Highway Authority is a statutory consultee whose comments must be fully considered when determining the application. They have set out a clear response highlighting why the appellant's assessment is sufficient and identifying the areas of the network where impacts are likely to occur and projects which would allow the impacts to be mitigated. The Local Planning Authority has no strong reasons to disagree with the consultation response and refusing applications where development would have a severe impact on the highway network is supported by both Local and National policy.
- 6.6 Paragraph 11 of the NPPF requires that, where a local planning authority cannot demonstrate a 5 year supply of deliverable housing sites, permission should be granted unless the application of policies in the NPPF that protect areas or assets of importance (such as heritage assets and areas at risk of flooding) provide a strong reason for refusing permission or any adverse impacts would significantly and demonstrably outweigh the benefits of the proposal, when assessed against the policies in the Framework, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well designed places and providing affordable home.
- 6.7 In terms of the balance to take in determining the planning application, there are no conflicts with policies relating to areas or assets of particular importance, outlined in the NPPF, so this means applying a tilted balance towards the delivery of residential development. Whilst the delivery of housing, which includes an element of affordable housing, would be afforded substantial weight, it is considered that the harm identified above in relation to the highway impacts and the failure of the scheme to provide appropriate mitigation for these impacts would significantly and demonstrably outweigh the benefits.

Recommendation

That, if the application was to be determined by Lancaster City Council and an appeal on the grounds of non-determination had not been submitted, Outline Planning Permission BE REFUSED for the following reasons:

1. The proposal fails to provide a financial contribution towards projects to mitigate the impacts on the wider highway as a result of the development and also fails to demonstrate how access to public transport at the site would be improved. Without necessary mitigation, the development would result

in a severe impact in terms of both safety and congestion and is therefore contrary to the aims and objectives of the National Planning Policy Framework, in particular Sections 9 and policies DM58, DM60 and DM64 of the Development Management Development Plan Document.

Background Papers

None

Agenda Item	A6
Application Number	25/00133/FUL
Proposal	Partially retrospective application for the change of use of 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe, erection of a cafe to rear and demolition of part of enclosure wall
Application site	Mill Hall Moor Lane Lancaster Lancashire
Applicant	Afar Properties Limited
Agent	Mr Thomas Zub
Case Officer	Mr Andrew Clement
Departure	No
Summary of Recommendation	Approve with conditions

1.0 Application Site and Setting

- 1.1 The site that forms the subject of this application is Mill Hall, a Grade II Listed Building located within the Lancaster Conservation Area, part of the Canal Corridor North Character Area. Mill Hall was built as a steam-powered worsted mill in 1819 by Thomas Higgin & Co. Thomas, subsequently operated by Greys of Styal and then Storey Brothers. The building was converted into a cotton spinning factory by 1828, and to student accommodation in 1988-89. This multistorey property has a dominating presence in the townscape, as one of several impressive mills in the area. The frontages of the older mills and factories generally have a uniformly consistent pattern, which emphasises their massing.
- 1.2 Industrial buildings such as the application site are particularly important to the character of this area of the Lancaster Conservation Area, and contribute positively to the designated national heritage asset area. The Mill walls are finished in battered squared coursed sandstone under a slate roof, with a rectangular plan along the canal with coped gables, the cap of a ventilation shaft at the southern apex, and with a truncated chimney stack against the north gable. The existing front Doric porch is understood to be a subsequent addition added by Charles B Pearson Son & Partners (Architects), with the roof slope containing 20th century rooflights. The stone wall on the approach to the canal bridge on the north side of Moor Lane adds historic interest to this frontage, with its distinctive coping and response to the change in level.
- 1.3 The smaller Block 2 part of this proposal is also a Grade II Listed Building, which was part of the cotton mill built for Storey Brothers circa 1880 and converted to student accommodation caretakers block in 1988. This 3-storey building is finished in squared coursed sandstone under a slate roof, with a central wagon entrance at ground floor level providing access to a rear courtyard area. The rear wall has a central 1st-floor bay of timber and glass with an iron crane. These Grade II Listed Buildings make a positive contribution to the setting of further Grade II Listed Mill buildings to the

south side of Moor Lane, and non-designated heritage asset buildings in the surrounding area.

- 1.4 The site is within a parking permit area, adjacent to the Lancaster Canal which is designated open space, green space, cycle network and biological heritage site. The site is near a smoke control area and the outer zone 2 for air quality management, and forms part of a regeneration priority area for the broader Canal Quarter area. The site is at low risk of surface water flooding, with pockets of medium risk from future surface water flooding within the site, but beyond the areas sought for built development.

2.0 Proposal

- 2.1 This application seeks planning permission for the erection of a three-storey front link extension and to reorganise the existing internal arrangements for student accommodation bedrooms to student studio flats. The proposal would reduce the number of student accommodation bedrooms from 96 predominantly 10sq.m bedrooms in cluster flats, to just 62 en-suite student studio apartments measuring between 19sq.m and circa 28sq.m floorspace. The proposal seeks to remove 15 existing communal WCs, 18 communal bathrooms, and 11 communal kitchen/living space, replacing these with en-suite studio facilities and communal areas within a proposed front link extension.
- 2.2 The proposed extension contains a communal living area, a communal gym, meeting space, with communal WC by the entrance and within the gym. The proposed three-storey front link extension is to be finished in glazing and porcelain rainscreen, measuring circa 9.6 metres above external ground level, of slightly taller than the eaves the adjacent smaller Block 2, but subservient to the ridge height. The three storey element measures approximately 8.5 metres across the frontage and deep, joined to each of the existing Mill buildings by subservient and setback glazed links projecting circa 1.2 metres wide between the main extension and the existing building. Laundry and bike store to be provided within the existing smaller Mill, with fenced bin-store area in the existing carpark behind Block 2.
- 2.3 The proposal seeks a modest café building within the elevated walled grounds of the site adjacent to Lancaster Canal with the access gate onto the canal retained. This area of the site is externally accessible from Moor Lane, and would be accessible to proposed future residents via the proposed link extension. The proposed café measures just 5.4 metres wide by 2.7 metres deep, with a further 0.9 metres canopy under a circa 3 metres tall flat roof, finished in materials similar to the proposed link extension. The proposed café building would form a food preparation and sales area, with customer seating entirely external within the walled courtyard.

3.0 Site History

- 3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
25/00134/LB	Listed building application to facilitate the conversion from 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe and demolition of part of enclosure wall	Concurrent
23/00879/LB	Listed building application for the installation of replacement windows	Approved
23/01000/PRFORU	Pre-application advice request for remodelling of student accommodation block and extension	Advice Provided
22/00879/FUL	Change of use of 96-bed into 62 one-bed self contained student accommodation units, erection of a four storey front extension with roof terrace above linking the Mill and annexe and demolition of part of enclosure wall	Refused
22/00880/LB	Listed building application to facilitate the conversion from 96-bed into 62 one-bed self contained student	Refused

	accommodation units, erection of a four storey front extension with roof terrace above linking the Mill and annexe and demolition of part of enclosure wall	
21/00489/FUL	Erection of a two storey front extension linking Mill and annexe, reconfiguration layout from 96-bed into 62-bed ensuite student accommodation with associated facilities, and demolition of an enclosure wall	Refused
21/00490/LB	Listed building application for erection of a two storey front extension linking the Mill and annexe and reconfiguration of internal layout from 96-bed into 62-bed ensuite student accommodation, and demolition of an enclosure wall	Refused
07/00668/LB	Listed Building application for alterations and reinstatement of curtilage wall (following demolition of adjacent buildings)	Refused
07/00665/LB	Listed Building Application for alterations and reinstatement of northern elevation (following demolition of part of the adjacent Heron Chemical Works)	Refused
05/01340/FUL	Installation of laser data communication equipment on gable end at high level	Approved
05/01375/LB	Listed Building Application for installation of laser data communication equipment on gable end at high level	Approved
89/3017/LB	Formation of dormer roof to accommodate internal goods lift and ground floor windows and doors	Approved
87/01084/HST	Convert Mill To Student Accommodation	Approved
87/01085/HST002	Convert Mill To Student Accommodation	Approved
87/00896/HST	Demolition Of Old Mill Buildings	Approved

4.0 Consultation Responses

4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Conservation Section	No objection , subject to amendments to proposed fencing, and subject to conditions to protect existing internal cast iron columns, details and samples of external materials of development, hard and soft landscaping and external lighting
Lancashire Archaeology	No objection , consider that any formal archaeological investigation or recording would not be justified for the present scheme
Historic England	No observation received
County Highways	No objection , no contributions sought, recommend planning condition regarding construction management plan
Environmental Health	No observation received
Engineering Team	No observation received
Lead Local Flood Authority	No objection , subject to planning conditions for a final surface water drainage scheme, construction drainage, maintenance and verification of drainage facilities
United Utilities	No adverse comment, recommend planning condition regarding foul and surface water drainage arrangements
Lancaster Canal Trust	No adverse comment, support the response and recommendation of Canal and River Trust
Canal And River Trust	No adverse comment, subject to planning conditions regarding risk and development method statement, construction management plan, drainage, no gates opening towards/across the towpath, external lighting, and an informative regarding requests for new access to the canal
Natural England	No observation received
Tree Officer	No objection , AIA incorporates best practice and guidance, works to T1 would require a separate tree works application to regularise
Fire Safety	No adverse comment, advice regarding emergency vehicle access and water provision
Lancashire	No observations received

Constabulary	
University Of Cumbria Accommodation	No observations received
LUSU Housing	No observations received
Lancaster University	No observations received
Lancaster Civic Vision	No adverse comment, although would seek the addition of rooftop solar panels. The design and materials are an improvement upon previous application, internal layout an improvement upon existing, and welcome the addition of an outdoor café.
Planning Policy Team	No observations received
Waste And Recycling	No observations received

4.2 The following responses have been received from members of the public:

- One **Objection**, due to growth in student housing development, and lack of local housing supply, additional student accommodation should be refused
- Two **Support**, due to sustainable and well-considered development, improving functionality of the building and community connections, whilst providing a welcome shift prioritises quality over quantity. Café will transform an underutilised space, provide facilities and improve social interaction, whilst providing a catalyst for wider Canal Quarter regeneration.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Principle of development
- Design, scale and streetscene impact upon heritage assets
- Residential amenity and security
- Energy efficiency, employment and skills
- Transport, parking, waste and air quality
- Ecology, contamination, drainage and impact upon the canal

5.2 **Principle of development** (Development Management DPD DM7: Purpose Built Accommodation for Students, Strategic Policies and Land Allocations DPD SP1: Presumption in Favour of Sustainable Development, SP2: Lancaster District Settlement Hierarchy, SG4: Lancaster City Centre, SG5: Canal Quarter, Central Lancaster, EC5: Regeneration Priority Areas, Canal Quarter SPD, National Planning Policy Framework Section 2. Achieving sustainable development, Section 4. Decision-making, Section 5. Delivering a sufficient supply of homes, Section 6. Building a strong, competitive economy, Section 7. Ensuring the vitality of town centres)

5.2.1 The student accommodation use of the site has been long established, and whilst the demand for the recent accommodation type of cluster flats appears to have reduced over time, the principle of continuing the use of the site as student accommodation is considered acceptable. The proposal would result in the reduction in the number of bedrooms provided to meet the demand for larger en-suite studio apartments. Whilst the site would accommodate fewer students through the proposal, the site has had difficulty achieving high occupancy levels under the previous arrangement, understood to have been unoccupied for a number of years, until ground floor occupancy this last year. As such, the principle of the sought continued use of the site for student accommodation through this proposal is considered to be acceptable. The future full occupation of the site as student studio residential accommodation will assist with the provision of housing within the district, for which there is an acute need, and will enable the site to be utilised and support local economic growth.

5.2.2 Student accommodation comprises an important component of the district's housing market, and therefore contributes towards the Council's housing supply. Currently, the Council cannot demonstrate a 5-year land supply, with only 2 years supply of deliverable housing. The consequences of not having a 5-year housing supply means paragraph 11d of the NPPF is engaged ('the presumption in favour of sustainable development') unless policies in the Framework that protect areas or assets of particular importance (including heritage impacts) provides a clear reason for refusing the development; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessment against the policies in the Framework taken as a whole. Whilst the proposal would accommodate fewer students, due to how housing supply is

calculated for cluster flats and studios, the proposal would modestly improve housing supply figures.

5.2.3 The site is within a regeneration priority area for Canal Quarter, which will be critical to enhancing Lancaster City Centre's role and function as a sub-regional centre to boost retail, cultural and leisure offers for residents and visitors. The mix of town centre uses in this area will include a range of retail, cultural, leisure, education, residential and employment uses. Proposals within this area should seek to complement and support the role and function of the existing uses within the city centre. Within this area, new buildings should integrate with old, seeking to repair and incorporate the existing fabric and retain buildings and features that are of historic importance, with development proposal of a high standards of design, effectively using the frontage to Lancaster Canal. These matters will be discussed in the following sections of this report, however the principle of the continued use as student accommodation would be consistent with the mixed town centre uses encouraged within Canal Quarter site, as student accommodation is directed towards the city centre through DM DPD Policy DM7. The principle of the proposal is considered to be acceptable and policy compliant. The provision of student studio residential accommodation, and the social and economic benefits associated with such development, weigh in favour of the proposal.

5.3 **Design, scale and streetscene impact upon heritage assets (Development Management DPD DM29: Key Design Principles, DM37: Development affecting Listed Buildings, DM38: Development affecting Conservation Areas, DM39: The Setting of Designated Heritage Assets, DM41: Development Affecting Non-Heritage Assets or their settings, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, SP7: Maintaining Lancaster District's Unique Heritage, Canal Quarter SPD, National Planning Policy Framework Section 12. Achieving well-designed places, Section 16. Conserving and enhancing the historic environment, Listed Building and Conservation Areas Act 1990 Section 7, 17 Paragraph 72, 73**

5.3.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. This is reiterated by policies DM37 and DM38. DM38 sets out that development within Conservation Areas will only be permitted where it has been demonstrated that:

- Proposals respect the character of the surrounding built form and its wider setting in terms of design, siting, scale, massing, height and the materials used; and,
- Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and,
- Proposed uses are sympathetic and appropriate to the character of the existing building and will not result in any detrimental impact on the visual amenity and wider setting of the Conservation Area.

5.3.2 The application site contains two Grade II Listed Buildings, making a strong positive contribution to the city scape and Conservation Area, particularly when viewed in the context of adjacent Grade II Listed Moor Lane Mill buildings and other non-designated heritage assets. The frontage to the 5-storey Mill building already contains a modest Doric porch, which is sought to be replaced by a 3-storey flat roof extension to the front, linking to the adjacent 3-storey Mill building (Block 2), both of which are nationally important heritage assets as listed buildings.

5.3.3 The proposal seeks internal alterations to facilitate a reorganisation of existing student cluster flats to student studio flats within the existing listed buildings. Given the original conversion to student accommodation, the interior works primarily affect modern alterations. Consequently, the proposal does not result in undue harm to the interiors of the listed buildings.

5.3.4 The area sought for development likely contained built form in this location, as shown on historic OS maps. A 3-storey building was present immediately south of the frontage of the 5-storey building up until the conversion to student accommodation in the late 1980's. From 1948 aerial photography, it is understood that this building previously linked the two remaining Mill buildings, within the location of the proposed development. Whilst this building (Mill 3) was demolished, part of this building had formed part of the original student conversion, with a link roof canopy between the three Mill buildings. However, this was demolished prior to conversion, and the link canopy was not implemented. Given the previous built form in this location and proximity of opposite historic mill buildings to Moor Lane, the siting of a link extension in this location may be suitable, subject to a

high-quality design and sympathetic proportions in this prominent location.

- 5.3.5 High quality design is vital for new developments in the historic environment. The vibrancy and richness of heritage assets strongly contributes to the cultural values of the district, the quality of which could be eroded through inappropriate or low-quality proposals. In certain circumstances, and with an understanding of the significance of heritage assets and their setting, high-quality contemporary and innovative design may be acceptable within the historic environment.
- 5.3.6 An application for development at this site has been before planning committee previously, for a larger (four storey) development, finished in a contemporary, but ultimately divisive, corten and glazing external materials, with a roof terrace atop. This earlier application was refused by the Planning Committee and considered a brutalist design, and materials which were unsympathetic to national heritage assets. The refusal of planning permission was ultimately upheld (dismissed) at planning appeal. Since the planning appeal, the scheme design and scale has evolved through a pre-application forum process involving elected members. The current proposal has taken account of this process and previous decisions and now seeks a smaller scale extension that remains contemporary in design, but avoids starkly contrasting materials from the surrounding national heritage assets.
- 5.3.7 The reduced height at three storeys tall, and lack of a rooftop terrace, not only makes this subservient to both attached Mill buildings, but also avoids adverse impact upon views towards Lancaster Castle from Moor Lane. The avoidance of a rooftop terrace should be controlled through planning condition preventing such use. The design remains flat roofed, with a large corner and link glazing features, with walls finished in porcelain rainscreen walls. The rainscreen and glazing are designed to offer verticality to the development, to tie with the verticality of the taller Mill buildings attached, despite the subservient height. The proposed design includes a contemporary corner glazing, which cascades upwards through increasing floorspace at higher floors. This glazing reduces the appearance of massing of the building, which will avoid a 'boxy' appearance when viewed in three dimensions, despite the flat roof and dimensions of the proposed extension. The design is considered to make a lighter appearance addition, further assisting with vertical emphasis, through thoughtful design detailing.
- 5.3.8 Whilst the porcelain rainscreen will contrast with the attached sandstone walled Mill buildings, this will assist in differentiating this as a modern addition, but in a fashion that synergises with the original buildings. Porcelain is made from earth sourced materials and can be finished in a colour and texture to compliment the existing mill buildings without matching these, but likely similar to the ashlar eaves detail of Mill Hall. The precise material, scale and orientation of panels for the rainscreen will all be critical details that should be controlled through planning conditions, to achieve verticality through narrow joints and controlling how these panels are to be hung. Similarly, the corner glazing feature, rainwater goods, and any other external features of the development will need to be controlled through planning conditions to ensure a high-quality clean and contemporary finish befitting of these listed buildings. Subject to agreeing such details through planning conditions, it is considered that the contemporary addition will appear subservient and appropriate to this sensitive heritage setting, offering a contrast from the existing Mills but tying to the verticality and repetition. The small café will be finished in similar materials to help this correspond to the new developments.
- 5.3.9 The site is sensitive as it occupies a highly prominent position within the conservation area. The development would be highly visible and will undoubtable affect the character and appearance of the area. However, it is considered that this would not be in a harmful way for the aforementioned reasons. Overall, the proposed development would be striking, but due to the contemporary design of extension use of sympathetic high quality materials, the proposal would not cause significant harm to heritage asset or the wider streetscene. Lancaster Civic Vision concluding this is a much-improved application showing much more respect and sensitivity to the original mill building. The proposal is considered to be high quality contemporary and innovative design, in appropriate materials, resulting in a neutral impact upon heritage assets. As concluded by the Conservation Officer, subject to final details and samples agreed through planning condition, it is considered that the development would have a neutral impact upon the listed buildings, the setting of the detached listed buildings and the Lancaster Conservation Area as a whole.
- 5.3.10 There are some public and heritage benefits to the proposal to balance against the neutral impacts of the development upon the listed buildings and conservation area. The refurbishment of the

building will encourage long-term maintenance of the heritage assets, through what is now considered to be the optimum viable use of the heritage assets. As such, the heritage impacts are considered to offer modest benefits from the re-use of the building for alternative student accommodation, consistent with the assets' conservation. The development is considered to comply with both local and national heritage planning policy.

5.4 **Residential amenity and security** (Development Management DPD DM29: Key Design Principles, Appendix G: Purpose Built Student Accommodation, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, National Planning Policy Framework Section 8. Promoting healthy and safe communities)

5.4.1 Before the development commenced, the existing student accommodation was arranged in small cluster flats, where students predominantly occupied 10sq.m bedrooms. These were almost half the size of those proposed. These flats had separate communal bathrooms and two shared living/kitchen areas shared with 15 other occupants per floor. The proposed studio apartments, with ensuite bathrooms, private sleeping and living space, in addition to multiple communal areas within the proposed extension, would exceed the previous standards of residential amenity.

5.4.2 Each proposed studio within the proposal exceeds 19sq.m. Whilst none of these studios meet nationally described space standards, the studio apartments are policy compliant with DM DPD Policy DM7 and Appendix G. These units are considered to provide acceptable amenity standards for such student occupation, subject to a planning condition to ensure full-time student occupation only. All rooms benefit from windows with suitable natural light and outlook, with en-suite bathrooms directed centrally within the building to maximise use of existing openings, resulting in most studios benefitting from multiple windows. Fewer rooms are provided within the roof form fifth floor, ensuring suitable floorspace accounting for lower ceiling heights and outlook from relatively low rooflights (glazed circa 1.6 metres above finished floor level). The proposal is acceptable in terms of residential amenity to future occupants.

5.4.3 The proposed use is for a less intensive student accommodation use than the most recent use of the site, given that this would provide 62 units of accommodation in comparison to 96 bedrooms previously. The proposed extension would potentially introduce noise during construction. However, given the location adjacent to a busy road on the edge of the city centre, combined with the nearest existing dwellinghouse being separated by over 40 metres from the extension, it is considered that the limited duration construction activity would cause no undue harm to neighbouring residential amenity, subject to a construction management plan.

5.4.4 Once operative, the communal areas within the proposed extension and from the proposed external café area could potentially generate noise, at a time when sensitive receptors would be introduced within the development itself, in addition to existing neighbours circa 40 metres from the development. However, given the existing background noise within the locality, combined with a planning condition to ensure noise management measures for the proposed external café use, the proposal is considered to be acceptable in residential amenity terms, resulting in no undue harm.

5.4.5 Lancashire Constabulary consultation response to the previous application recommended bollards, which have been incorporated into the proposed site plan. Details of such security measures could be controlled through planning condition. The open space to the east of the Mill and west of the canal is secured by fencing and gate access, which is to form the proposed café area. Management and security of this area can also be controlled through planning condition. Similarly, security details of surveillance, landscaping, lighting, window opening restrictions and other security measures could be adequately controlled through planning condition to ensure suitable security for the proposed development and use.

5.5 **Energy efficiency, employment and skills** (Development Management DPD DM28: Employment and Skills Plans, DM30: Sustainable Design, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, PAN09: Energy Efficiency in New Development)

5.5.1 The proposed conversion has positive impacts in terms of embodied carbon, reusing and extending the existing built form to meet modern requirements. This approach ensures that the built form is retained and maintained, largely avoiding the energy and carbon impacts of new materials and construction activities that new construction requires. The submitted energy statement includes the

suggestion of some energy efficiency measures within the existing mill built form and extension. The new build element is far less constrained in terms of sustainable design measures, and provides greater opportunity to deliver high standards of sustainable design.

- 5.5.2 Whilst precise sustainable design details are unavailable at this stage, the information received regarding energy efficiency includes a commitment to exceeding the minimum requirements of building control by at least 5%. The submitted energy statement provides a number of suggested methods to achieving this, such as mechanical ventilation, heat pumps, solar gain and insulation. Whilst this is presented as a minimum target, this does not achieve the policy requirement for conversions to achieve the lowest practical level of energy demand through efficiency measures, including exploring heating and cooling and on-site renewable. Whilst the current information falls short of the policy requirement in the recently adopted partially review Local Plan, in this case such details can be controlled through planning condition. Such a condition can ensure the development meets the requirements of policy CC1 and DM30a, b and c. Subject to suitable mitigation through planning condition, the sustainability and energy credentials of the development will accord with policy.
- 5.5.3 The proposed development triggers the requirement for an Employment Skills Plan. This is because the development results in an increase in residential units (despite a reduction in bedroom numbers overall) by a reduction in student cluster flats and an increase in student studio accommodation. This policy requirement is to support local people secure experience and upskilling in the construction and design sector and can be controlled through planning condition in order to comply with policy DM28.
- 5.6 **Transport, parking, waste and air quality** (Development Management DPD DM29: Key Design Principles, DM61: Walking and Cycling, DM62: Vehicle Parking Provision, Appendix E: Car Parking Standards, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, T2: Cycling and Walking Network, EN9: Air Quality Management Areas, PAN01: Waste Storage and Collection Guidance for Domestic and Commercial Developments, PAN08: Cycling and Walking, National Planning Policy Framework Section 9. Promoting sustainable transport)
- 5.6.1 The site benefits from an unmarked cobbled parking area within an existing walled courtyard, providing off-street parking as existing. The proposal seeks a fenced bin store within this courtyard, within a space that would struggle to accommodate more than one additional car, with the remaining area providing usable and accessible parking space for approximately 7 vehicles. Given the student accommodation use sought, sustainable city centre location, and principally that the site most recently accommodated more student bedrooms than proposed through this application, this is considered to be sufficient car parking provision for the proposal.
- 5.6.2 Suitable mitigation is available through the bike storage provision of over 22sq.m, and final details of how sufficient parking provision would be provided within this secure internal space can be controlled through planning condition. Promoting the role of cycling and walking is one of the requirements for development within the Canal Quarter area, and such a condition will ensure this is encourage through secure facilities as part of the development. A planning condition would be required for a construction management plan to ensure this phase of development does not detrimentally harm the highway network in this city centre location. Subject to such planning conditions, it is considered that the proposal would cause no undue harm to the public highway.
- 5.6.3 The proposed site plan details a secure refuse storage of 12.85sq.m external floorspace contained by fencing, located in an accessible are for residents and circa 12.5 metres from the public highway for collection. This area is largely visually contained from public perspective due to the location within the courtyard. Subject to details of scale, materials and security of the enclosure, it is considered that the proposal can deliver suitable waste and recycling arrangements through visually contained refuse stores on-site.
- 5.6.4 The site provides residential accommodation within the outer zone 2 beyond the Lancaster gyratory Air Quality Management Area. Given that the proposed residential use is less intensive than the existing arrangement, the proposal would result in no undue harm with regards to air quality. A modest but suitable scale laundry is proposed within the smaller existing mill building. Subject to further details of these facilities and extraction equipment, this is considered to be acceptable to meet the needs of future occupants, who are unlikely to have such laundry facilities within relatively

modest studio spaces.

- 5.7 **Ecology, drainage and contamination** (Development Management DPD DM34: Surface Water Runoff and Sustainable Drainage, DM29: Key Design Principles, DM32: Contaminated Land, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, EN7: Environmentally Important Areas, National Planning Policy Framework Section 14. Meeting the challenge of climate change, flooding and coastal change, Section 15. Conserving and enhancing the natural environment)
- 5.7.1 The application site is within the impact risk buffer zone of the Morecambe Bay and its environmental designations, and immediately adjacent to the Lancaster Canal Biological Heritage site. As the proposal would result in a less intensive residential use of the site compared to the existing arrangement, there would be no additional recreational pressure on Morecambe Bay, and no undue impact upon the environmental designations of the Bay.
- 5.7.2 Despite the proximity to Lancaster Canal, the external development does not include works to the roofs of the existing mill buildings. The existing development area is currently flagstone with a small roadside bush, considered to be of negligible ecology value. The development is considered to be minimis in Biodiversity Net Gain (BNG) terms, and as such no mandatory net gain is required, as development carried out in accordance with the submitted arboricultural details will avoid adverse impact upon trees on-site. Enhancements in ecology can be provided through more substantive planting to the roadside, as indicated on the proposed site plan and visualisations, with full details controlled through a landscaping planning condition. Subject to such planning conditions, in addition to a scheme to control any external lighting of the development, the proposal is considered to cause no undue harm to the environment or protected species, delivering a modest enhancement to ecology through landscaping.
- 5.7.3 The site is in close proximity to Lancaster Canal. A construction environmental management plan should be controlled through planning condition to reduce impacts upon the canal during construction. The proposal seeks a café area to the north of the mill buildings, closer to the canal. The Canal and River Trust have requested details of the likely impact of the café developments upon the structural integrity of the canal, with particular concern regarding foundations. The nature of the café development, and details of foundation (if any), could be controlled through planning condition, with further details of structural impacts upon retaining features controlled through such a condition, depending on the construction details. Whilst there are limited details regarding direct access to the café area from the canal, subject to no gates opening outwards towards the canal and towpath, this should avoid adverse impact, again controllable through planning condition. Subject to these measures, the proposal would have no undue impact upon the Lancaster Canal open space designations.
- 5.7.4 A Surface Water Drainage Strategy has been submitted with this application, surveying the condition of existing surface water manholes within the site and directing to the adjacent combined sewer, and detailing some remediation works to ensure this provides a suitable outfall of surface water from existing buildings on site. A cellular tank is sought to control runoff from the new extension, before connecting to the existing surface water manhole within the site. Given the largely hardsurfaced site, proximity to the existing surface water manhole within the site, it is considered that the proposal can deliver acceptable drainage arrangements. The final details of a final surface water sustainable drainage strategy and remedial works should be controlled through planning conditions, in addition to verification and maintenance of these upon installation. The Lead Local Flood Authority have raised no objection to the proposal subject to such a planning condition.
- 5.7.5 The two existing mill buildings have been recently occupied for decades by students, and works to these buildings are considered safe for construction workers and future occupants. The proposed link extension, and potentially the café building, would break ground between the mills, in the location of a demolished mill building. However, given the previous works to the site and no objection or recommended conditions from Environmental Health to the previous proposals at the site (and no response to this application), it is considered that the risk of contamination can be proportionately controlled through an unforeseen contamination planning condition.

6.0 Conclusion and Planning Balance

- 6.1 The proposal for the refurbishment and alteration of existing student accommodation to form higher standard studio student apartments is considered to be policy compliant in principle. The proposal aligns with the aims of the Canal Quarter Area, bringing regeneration to this important city centre site. Whilst resulting in fewer bedrooms, as student accommodation for cluster flats is calculated on a basis of 3 bedrooms equating to one housing units, and student studio accommodation is considered to be one housing unit in itself, the proposal would make a modest contribution to meeting the districts housing needs. The proposal would achieve social and economic benefits from the development, which are afforded moderate weight.
- 6.2 Importantly, through high-quality contemporary design, massing and materials are considered sympathetic to the Mills and surrounding area. The proposal would make a bold impact, but one that is considered to be neutral impact upon heritage assets, subject to planning conditions ensuring suitably high-quality details and samples. Surface water drainage, sustainable design and travel, highway impacts, ecology and noise can all be controlled and appropriately mitigated through planning conditions. Subject to such conditions, this will ensure these matters are also neutral in planning balance. As such, and on balance, it is considered that there are no adverse impacts identified that would significantly or demonstrably outweigh the benefits of the proposal.

Recommendation

That Planning Permission **BE GRANTED** subject to the following conditions:

Condition no.	Description	Type
1	Development in accordance with the amended approved plans	Control
2	Energy efficiency measures	Prior to further development commencing
3	Employment Skills Plan (ESP)	Prior to further development commencing
4	Construction environmental management plan	Prior to commencement of extension
5	Surface water drainage strategy	Prior to commencement of extension
6	Details and samples of external materials and boundary treatments	Prior to above ground development
7	Surface water drainage implementation and verification details	Prior to completion or occupation
8	Surface water drainage management and maintenance details	Prior to completion or occupation
9	Details of guttering and flues/extraction	Prior to installation and occupation
10	Extension and facilities to be built prior to further occupation	Prior to further occupation
11	Lighting details	Prior to installation and occupation
12	Details of bin, bike and laundry facilities	Prior to installation and occupation
13	Security measures, including details of bollards and boundary treatments	Prior to completion or occupation
14	Landscaping details	Prior to completion or occupation
15	Details of construction method and foundations (if any) of café, and weights/load of development for structural integrity	Prior to café development and first use
16	Noise management café	Prior to café

		development and first use
17	Details of canal access, including details of surfacing and gate, gate to inward open only	Prior to installation of canal access
18	Accord with submitted Arboricultural Impact Assessment	Control
19	Unforeseen contamination	Control
20	Restriction to student accommodation	Control
21	Rooftop not enclosed, used as sitting out nor accessible to future residents	Control

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

In accordance with the above legislation, Officers have made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been made having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Background Papers

None

Agenda Item	A7
Application Number	25/00134/LB
Proposal	Listed building application to facilitate the conversion from 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe and demolition of part of enclosure wall
Application site	Mill Hall Moor Lane Lancaster Lancashire
Applicant	Afar Properties Limited
Agent	Mr Thomas Zub
Case Officer	Mr Andrew Clement
Departure	No
Summary of Recommendation	Approve with conditions

1.0 Application Site and Setting

- 1.1 The site that forms the subject of this application is Mill Hall, a Grade II Listed Building located within the Lancaster Conservation Area, part of the Canal Corridor North Character Area. Mill Hall was built as a steam-powered worsted mill in 1819 by Thomas Higgin & Co. Thomas, subsequently operated by Gregs of Styal and then Storey Brothers. The building was converted into a cotton spinning factory by 1828, and to student accommodation in 1988-89. This multistorey property has a dominating presence in the townscape, as one of several impressive mills in the area. The frontages of the older mills and factories generally have a uniformly consistent pattern, which emphasises their massing.
- 1.2 Industrial buildings such as the application site are particularly important to the character of this area of the Lancaster Conservation Area, and contribute positively to the designated national heritage asset area. The Mill walls are finished in battered squared coursed sandstone under a slate roof, with a rectangular plan along the canal with coped gables, the cap of a ventilation shaft at the southern apex, and with a truncated chimney stack against the north gable. The existing front Doric porch is understood to be a subsequent addition added by Charles B Pearson Son & Partners (Architects), with the roof slope containing 20th century rooflights. The stone wall on the approach to the canal bridge on the north side of Moor Lane adds historic interest to this frontage, with its distinctive coping and response to the change in level.
- 1.3 The smaller Block 2 part of this proposal is also a Grade II Listed Building, which was part of the cotton mill built for Storey Brothers circa 1880, and converted to student accommodation caretakers block in 1988. This 3-storey building is finished in squared coursed sandstone under a slate roof, with a central wagon entrance at ground floor level providing access to a rear courtyard area. The rear wall has a central 1st-floor bay of timber and glass with an iron crane. These Grade II Listed Buildings make a positive contribution to the setting of further Grade II Listed Mill buildings to the

south side of Moor Lane, and non-designated heritage asset buildings in the surrounding area.

- 1.4 The site is within a parking permit area, adjacent to the Lancaster Canal designated open space, green space, cycle network and biological heritage site. The site is near a smoke control area and the outer zone 2 for air quality management, and forms part of a regeneration priority area for the broader Canal Quarter area. The site is at low risk of surface water flooding, with pockets of medium risk from future surface water flooding within the site, but beyond the areas sought for built development.

2.0 Proposal

- 2.1 This application seeks listed building consent for the erection of a three-storey front link extension and to reorganise the existing internal arrangements for student accommodation bedrooms to student studio flats. The proposal would reduce the number of student accommodation bedrooms from 96 predominantly 10sq.m bedrooms in cluster flats, to just 62 en-suite student studio apartments measuring between 19sq.m and circa 28sq.m floorspace. The proposal seeks to remove 15 existing communal WCs, 18 communal bathrooms, and 11 communal kitchen/living space, replacing these with en-suite studio facilities and communal areas within a proposed front link extension.

- 2.2 The proposed extension contains a communal living areas, a communal gym, meeting space, with communal WC by the entrance and within the gym. The proposed three-storey front link extension is to be finished in glazing and porcelain rainscreen, measuring circa 9.6 metres above external ground level, slightly taller than the eaves of the adjacent smaller Block 2, but subservient to the ridge height. The three storey element measures approximately 8.5 metres across the frontage and deep, joined to each of the existing Mill buildings by subservient and setback glazed links projecting circa 1.2 metres wide between the main extension and the existing building. Laundry and bike store to be provided within the existing smaller Mill, with fenced bin-store area in the existing carpark behind Block 2.

- 2.3 Within the existing Mill buildings, all modern partition walls are to be removed, with new partition walls installed for the proposed studio layout. More substantial internal walls adjacent and parallel to the north and south facing gable ends of Mill Hall will be retained and incorporated into the development, and both the existing and proposed floor plans show the locations of historic cast iron columns within Mill Hall. The replacement of windows within Mill Hall have previously been approved and already installed.

3.0 Site History

- 3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
25/00133/FUL	Partially retrospective application for the change of use of 96-bed into 62 one-bed self contained student accommodation units, erection of a three storey front extension linking the Mill and annexe, erection of a cafe to rear and demolition of part of enclosure wall	Concurrent
23/00879/LB	Listed building application for the installation of replacement windows	Approved
23/01000/PRFORU	Pre-application advice request for remodelling of student accommodation block and extension	Advice Provided
22/00879/FUL	Change of use of 96-bed into 62 one-bed self contained student accommodation units, erection of a four storey front extension with roof terrace above linking the Mill and annexe and demolition of part of enclosure wall	Refused
22/00880/LB	Listed building application to facilitate the conversion from 96-bed into 62 one-bed self contained student accommodation units, erection of a four storey front	Refused

	extension with roof terrace above linking the Mill and annexe and demolition of part of enclosure wall	
21/00489/FUL	Erection of a two storey front extension linking Mill and annexe, reconfiguration layout from 96-bed into 62-bed ensuite student accommodation with associated facilities, and demolition of an enclosure wall	Refused
21/00490/LB	Listed building application for erection of a two storey front extension linking the Mill and annexe and reconfiguration of internal layout from 96-bed into 62-bed ensuite student accommodation, and demolition of an enclosure wall	Refused
07/00668/LB	Listed Building application for alterations and reinstatement of curtilage wall (following demolition of adjacent buildings)	Refused
07/00665/LB	Listed Building Application for alterations and reinstatement of northern elevation (following demolition of part of the adjacent Heron Chemical Works)	Refused
05/01340/FUL	Installation of laser data communication equipment on gable end at high level	Approved
05/01375/LB	Listed Building Application for installation of laser data communication equipment on gable end at high level	Approved
89/3017/LB	Formation of dormer roof to accommodate internal goods lift and ground floor windows and doors	Approved
87/01084/HST	Convert Mill To Student Accommodation	Approved
87/01085/HST002	Convert Mill To Student Accommodation	Approved
87/00896/HST	Demolition Of Old Mill Buildings	Approved

4.0 Consultation Responses

4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Conservation Section	No objection , subject to amendments to proposed fencing, and subject to conditions to protect existing internal cast iron columns, details and samples of external materials of development, hard and soft landscaping and external lighting
Lancashire Archaeology	No objection , consider that any formal archaeological investigation or recording would not be justified for the present scheme
Historic England	No advice offered
National Amenity Societies	Neither object nor support. Defer to Conservation Section on design and scale. Recommend angle of corner glazing is considered to avoid impact of illumination after sunset.
Lancaster Civic Vision	No adverse comment, although would seek the addition of rooftop solar panels. The design and materials are an improvement upon previous application, internal layout an improvement upon existing, and welcome the addition of an outdoor café.

4.2 The following responses have been received from members of the public:

- One **Objection**, due to front facing extension, contextually inappropriate, harm to national heritage assets. Little benefit of café given existing alternatives, and lack of demand for student accommodation
- One **Support**, due repurposing the building and extension sensitively integrating with the Mills heritage, safeguarding the long term future of the buildings. Café would provide unique location for existing neighbouring residents and future residents of the development. Development would enhance the appeal of Canal Quarter as a destination. Development will ease pressure and demand for students occupying traditional housing, and design is flexible to alternative uses.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Design, scale and impact upon heritage assets

5.2 **Design, scale and impact upon heritage assets** (Development Management DPD DM29: Key Design Principles, DM37: Development affecting Listed Buildings, DM38: Development affecting Conservation Areas, DM39: The Setting of Designated Heritage Assets, DM41: Development Affecting Non-Heritage Assets or their settings, Strategic Policies and Land Allocations DPD SG5: Canal Quarter, Central Lancaster, SP7: Maintaining Lancaster District's Unique Heritage, Canal Quarter SPD, National Planning Policy Framework Section 12. Achieving well-designed places, Section 16. Conserving and enhancing the historic environment, Listed Building and Conservation Areas Act 1990 Section 7, 17 Paragraph 72, 73)

5.2.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. This is reiterated by policies DM37 and DM38. DM38 sets out that development within Conservation Areas will only be permitted where it has been demonstrated that:

- Proposals respect the character of the surrounding built form and its wider setting in terms of design, siting, scale, massing, height and the materials used; and,
- Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and,
- Proposed uses are sympathetic and appropriate to the character of the existing building and will not result in any detrimental impact on the visual amenity and wider setting of the Conservation Area.

5.2.2 The application site contains two Grade II Listed Buildings, making a strong positive contribution to the city scape and Conservation Area, particularly when viewed in the context of adjacent Grade II Listed Moor Lane Mill buildings and other non-designated heritage assets. The frontage to the 5-storey Mill building already contains a modest Doric porch, which is sought to be replaced by a 3-storey flat roof extension to the front, linking to the adjacent 3-storey Mill building (Block 2), both of which are nationally important heritage assets as listed buildings.

5.2.3 The proposal seeks internal alterations to facilitate a reorganisation of existing student cluster flats to student studio flats within the existing Listed Buildings. However, given the original conversion to student accommodation, the interior works primarily affect modern alterations, with no undue harm to the interiors of these Listed Buildings through the proposal. The interior is far less sensitive to change than the exteriors of these heritage assets given previous works historically granted and undertaken at the site.

5.2.4 The area sought for development likely contained built form in this location, as shown on historic OS maps. A 3-storey building was present immediately south of the frontage of the 5-storey building up until the conversion to student accommodation in the late 1980's. From 1948 aerial photography, it is understood that this building previously linked the two remaining Mill buildings, within the location of the proposed development. Whilst this building (Mill 3) was demolished, part of this building had formed part of the original student conversion, with a link roof canopy between the three Mill buildings. However, this was demolished prior to conversion, and the link canopy was not implemented. Given the previous built form in this location and proximity of opposite historic mill buildings to Moor Lane, the siting of a link extension in this location may be suitable, subject to a high-quality design and sympathetic proportions in this prominent location.

5.2.5 High quality design is vital for new developments in the historic environment. The vibrancy and richness of heritage assets strongly contributes to the cultural values of the district, the quality of which could be eroded through inappropriate or low-quality proposals. In certain circumstances, and with an understanding of the significance of heritage assets and their setting, high-quality contemporary and innovative design may be acceptable within the historic environment.

5.2.6 An application for development at this site has been before planning committee previously, for a

larger (four storey) development, finished in a contemporary, but ultimately divisive, corten and glazing external materials, with a roof terrace atop. This earlier application was refused, as members determined that the brutalist design and materials were unsympathetic to national heritage assets, a decision which was ultimately upheld at planning appeal. Since the planning appeal, the scheme design and scale has evolved through a pre-application forum process involving members. The current proposal has taken account of this process and previous decisions, and now seeks a smaller scale extension development that remains contemporary in design, but avoids starkly contrasting materials from the surrounding national heritage assets.

- 5.2.7 The reduced height at three storeys tall, and lack of a rooftop terrace, not only makes this subservient to both attached Mill buildings, but also avoids adverse impact upon views towards Lancaster Castle from Moor Lane. The avoidance of a rooftop terrace should be controlled through planning condition preventing such use. The design remains flat roofed, with a large corner and link glazing features, with walls finished in porcelain rainscreen walls. The rainscreen and glazing are designed to offer verticality to the development, to tie with the verticality of the taller Mill buildings attached, despite the subservient height. The proposed design includes a contemporary corner glazing, which cascades upwards through increasing floorspace at higher floors. This glazing reduces the appearance of massing of the building, which will avoid a 'boxy' appearance when viewed in three dimensions, despite the flat roof and dimensions of the proposed extension. The design is considered to make a lighter appearance addition, further assisting with vertical emphasis, through thoughtful design detailing.
- 5.2.8 Whilst the porcelain rainscreen will contrast with the attached sandstone walled Mill buildings, this will assist in differentiating this as a modern addition, but in a fashion that synergises with the original buildings. Porcelain is made from earth sourced materials, and can be finished in a colour and texture to compliment with Listed Buildings without matching these, but likely similar to the ashlar eaves detail of Mill Hall. The precise material, scale and orientation of panels for the rainscreen will all be critical details that should be controlled through planning conditions, to achieve verticality through narrow joints and controlling how these panels are to be hung. Similarly, the corner glazing feature, rainwater goods, and any other external features of the development will need to be controlled through planning conditions to ensure a high-quality clean and contemporary finish befitting of these Listed Buildings. Subject to agreeing such details through planning conditions, it is considered that the contemporary addition will appear subservient and appropriate to this sensitive heritage setting, offering a contrast from the existing Mills but tying to the verticality and repetition.
- 5.2.9 The site is clearly sensitive from a heritage and streetscene prominence perspective, and whilst the development would undoubtable affect the character and appearance, it is considered that this would not be in a harmful way for the aforementioned reasons. Overall, the proposed development would certainly be striking, but due to the contemporary design of extension use of sympathetic high quality materials, the proposal would not cause significant harm to heritage asset or the wider streetscene. Lancaster Civic Vision concluding this is a much-improved application showing much more respect and sensitivity to the original mill building. The proposal is considered to be high quality contemporary and innovative design, in appropriate materials, resulting in a neutral impact upon heritage assets.
- 5.2.10 As concluded by the Conservation Officer, subject to final details and samples agreed through planning condition, it is considered that the development would have a neutral impact upon the Listed Buildings, the setting of the detached Listed Buildings and the Lancaster Conservation Area as a whole. The Conservation Officer suggestion of boundary treatment setback location has been incorporated in amended plans, and the precise design can be controlled through planning condition. The only internal features sought for protection and to be incorporated into the works are the internal cast iron columns. Such details can be controlled through planning condition to ensure their retention and positive incorporation within the interior of the building. Additional details regarding works to improve energy efficiency measures within the Listed Buildings, surrounding landscaping, external lighting and security measures can be controlled through planning condition to ensure all details are acceptable, and that the impact to the Listed Buildings and wider heritage assets remains acceptable.
- 5.2.11 There are some public and heritage benefits to the proposal to balance against the neutral impacts of the development upon the Listed Buildings and Conservation Area. The refurbishment of the building will encourage long-term maintenance of the heritage assets, through what is now considered to be the optimum viable use of the heritage assets. As such, the heritage impacts are

considered to offer modest benefits from the re-use of the building for alternative student accommodation, consistent with the assets' conservation.

6.0 Conclusion and Planning Balance

- 6.1 The proposal for the refurbishment and alteration of existing student accommodation to form higher standard studio student apartments is considered to be policy compliant in principle. Development would facilitate the continuation of the optimal viable use of the site whilst bringing regeneration to this important city centre site. Importantly, through high-quality contemporary design, massing and materials are considered sympathetic to the Mills and surrounding area. The proposal would make a bold impact, but one that is considered to be neutral impact upon heritage assets, subject to planning conditions ensuring suitably high-quality details and samples. As such, and on balance, the continuation of the optimal viable use of the site in a form that will result in a neutral physical impact to heritage assets is considered to be acceptable, and therefore this application is recommended for approval, subject to a number of conditions.

Recommendation

That Listed Building Consent BE GRANTED subject to the following conditions:

Condition no.	Description	Type
1	Development in accordance with the amended approved plans	Control
2	Energy efficiency measures	Prior to further work commencing
3	Scheme for protection and incorporation of existing internal columns	Prior to further work commencing
4	Details and samples of external materials and boundary treatments	Prior to above ground external works
5	Details of guttering and flues/extraction	Prior to installation and occupation
6	Lighting details	Prior to installation and occupation
7	Security measures, including details of bollards and boundary treatments	Prior to completion or occupation

Background Papers

None

Agenda Item	A8
Application Number	25/00426/FUL
Proposal	Installation of air source heat pumps
Application site	City Lab 4 - 6 Dalton Square Lancaster Lancashire
Applicant	Lancaster City Council
Agent	Mrs Emma Wilsdon
Case Officer	Mrs Petra Williams
Departure	No
Summary of Recommendation	Approve with conditions

(i) Procedural Matters

This form of development would normally be dealt with under the Scheme of Delegation. However, the application site is owned by Lancaster City Council, and as such the application must be determined by the Planning Committee.

1.0 Application Site and Setting

- 1.1 City Lab is located on the eastern side of Dalton Square within the city centre of Lancaster. It comprises a Georgian townhouse (No.5) dating from the early 18th century and a modern insertion into a historic terrace. The more modern part of City Lab is finished in ashlar stone and glazing to the front elevation with rendered walls under an aluminium standing seam roof to the rear. No.5 Dalton Square is one of the groups of classical buildings which enclose the northern end of the Square. The ground floor is raised above the basement and to the rear there is a small courtyard which is overlooked from a rear room with a fine bow window. The courtyard is enclosed by the historic and more modern elements of the building which provides office accommodation.
- 1.2 The whole terrace on the eastern side of Dalton Square comprises offices, a public house and a doctors' surgery. To the rear of the building is Charter House car park. City Lab is predominately in office use.
- 1.3 The property is located within the Lancaster Conservation Area and no. 5 Dalton Square is a Grade II listed building. Opposite the front of the building, the Queen Victoria Memorial is Grade II* listed and the walls enclosing it are Grade II listed. The site is located within the defined Town Centre boundary.

2.0 Proposal

- 2.1 The application proposes the installation of air source heat pumps (ASHPs) within the internal courtyard of the building. The proposal will involve the siting of four ASHPs which will be mounted on a concrete plinth. Each heat pump will have dimensions of 1.710 metres high by 1.750 metres wide and 0.750 metres deep.

3.0 Site History

- 3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
25/00427/LB	Listed building consent for the installation of air source heat pumps with associated development including the installation of additional radiators	Pending consideration
24/01077/PRENG2	Pre application advice on implementation of air source heat pumps permitted under 22/00338/FUL	Advice issued
22/00388/FUL	Installation of PV panels to the rear elevation and installation of 2 air source heat pumps to courtyard	Permitted
14/01370/LB	Listed Building Application for the replacement of two windows	Permitted
11/01071/DPA	Installation of photovoltaic solar panels to the south roof slope of the rear outrigger	Permitted
09/00854/FUL	Installation of an air conditioning unit	Permitted
08/00235/FUL	Installation of air-conditioning unit to south elevation	Permitted
04/01450/DPA	Demolition of existing single storey building and erection of new offices	Permitted
04/01451/LB	Listed Building application to demolish existing single storey building, existing stairs to No.5 and external fire escape stairs, construction of new offices and other minor alterations	Permitted
00/00807/LB	Listed Building application for internal alterations to ground floor offices	Permitted

4.0 Consultation Responses

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

Consultee	Response
Conservation Team	No objections
Environmental Health	No objections
Property Services	No comment received

- 4.2 The following responses have been received from members of the public:

- No responses received

5.0 Analysis

- 5.1 The key considerations in the assessment of this application are:

- Principle of development
- Design and heritage
- Noise

- 5.2 **Principle of development** National Planning Policy Framework Chapter 2 (Achieving sustainable development) Strategic Policies and Land Allocations DPD Policy SP1 (Presumption in favour of sustainable development); Development Management DPD Policies DM14 (Proposals involving employment land and premises); DM30a (Sustainable Design and Construction) and DM53 (Renewable and Low Carbon Energy Generation)
- 5.2.1 As set out in Policies DM30a and DM53, the Council is committed to supporting the transition to a lower carbon future and will seek to maximise the renewable and low carbon energy generated in the district where this energy generation is compatible with other sustainability objectives. Accordingly, the Council will support proposals for renewable and low carbon energy schemes, including ancillary development, where the direct, indirect, individual and cumulative impacts are, or will be made, acceptable with particular reference to the criteria I. – IV. (scale, siting, design, biodiversity, heritage and noise matters) set out in Policy DM53.
- 5.2.2 The principle of the siting of ASHPs within the rear courtyard area has previously been accepted by the approval of application 22/00388/FUL. The approved ASHPs have not been installed, and the current scheme proposes heat pumps which are of a different type and scale. The provision of four heat pumps will facilitate upgrades to the Building Energy Management Systems at the site. The overall principle of the development is supported, subject to design, heritage and noise considerations which are set out below.
- 5.3 **Design and heritage** National Planning Policy Framework Chapter 2 (Achieving sustainable development), Chapter 16 (Conserving and enhancing the historic environment); Strategic Policies and Land Allocations DPD Policy SP7 (Maintaining Lancaster District's Unique Heritage), Development Management DPD Policies DM29 (Key Design Principles), DM30a (Sustainable Design and Construction), DM37 (Development affecting Listed Buildings), DM38 (Development affecting Conservation Areas), DM39 (The Setting of Designated Heritage Assets) DM53 (Renewable and Low Carbon Energy Generation), DMCCCH1 (Retrofit of buildings of traditional construction for energy efficiency) and DMCCCH2 (Micro-renewables in the setting of heritage assets)
- 5.3.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed Building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. This is reiterated by the heritage policies of the Local Plan.
- 5.3.2 The ASHPs previously approved as part of application ref 22/00388/FUL were more industrial in scale and form. The current scheme proposes four smaller ASHPs which are of a more domestic scale and as such there will be no requirement for acoustic enclosures. The units would cause some harm to the setting of the listed building, in particular the bow window which overlooks this space. However, the character of the courtyard space has already been eroded by the newer elements of the City Lab building and due to the fact that the courtyard level is at a much lower level than the bow window, the installation would cause a relatively minor further loss of significance. It is also considered that the proposal will lessen the negative impact on the listed building when compared to the consented scheme.
- 5.3.3 Given the location of the ASHPs within the small courtyard the development will not impact unduly on the surrounding Conservation Area. The identified minor level of less than substantial harm to the listed building arising from the ASHPs is outweighed by the public benefits in the form the removing reliance upon non-renewable gas supplies and the decarbonisation and improved efficiency and sustainability of building stock.
- 5.4 **Noise** (National Planning Policy Framework Sections 12, Section 14 and Section 15, Development Management DPD Policies DM29: Key Design Principles, DM30: Sustainable Development, DM53: Renewable and Low Carbon Energy Generation)
- 5.4.1 Paragraph 200 of the NPPF sets out that planning decisions should ensure that new development can be integrated effectively with existing surrounding businesses to ensure that appropriate standards of amenity can be achieved for surrounding uses and occupants. Likewise, existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. This is known as the agent of change principle.

- 5.4.2 The proposed ASHPs will produce noise whilst in operation. The ASHPs are to be located within the enclosed courtyard onto which numerous office facilities face. The facilities are owned and managed by the Council but are let to a range of tenants. It is important to ensure that the operation of the ASHPs do not harm the long-term viability and operation of the existing office use. This is particularly important given the need to ensure the provision of main town centre uses such as office facilities within the town centre location.
- 5.4.3 A noise assessment has been undertaken which has established existing background noise levels and has assessed the resultant perceived impact of the ASHPs. The submitted assessment concludes that there is no requirement for noise attenuation measures. The assessment has been considered by the Environmental Health consultant who has advised that it is adequate to demonstrate that the noise generated by the heat pumps will be below the typical background sound level at the location and therefore is acceptable without mitigation.

6.0 Conclusion and Planning Balance

- 6.1 The provision of the ASHPs will result in a low level of less than substantial harm to the character and significance of No. 5 Dalton Square, a Grade II listed building. However, it is considered that this identified harm is outweighed by the public benefits that the scheme entails.

Recommendation

That Planning Permission BE GRANTED subject to the following conditions:

Condition no.	Description	Type
1	Time limit	Control
2	Approved plans	Control
3	Development in accordance with ASHP details set out within Noise Assessment	Control

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

Lancaster City Council has made the decision in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The decision has been taken having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Background Papers

None

Agenda Item	A9
Application Number	25/00427/LB
Proposal	Listed building consent for the installation of air source heat pumps with associated development including the installation of additional radiators
Application site	City Lab 4 - 6 Dalton Square Lancaster Lancashire
Applicant	Lancaster City Council
Agent	Mrs Emma Wilsdon
Case Officer	Mrs Petra Williams
Departure	No
Summary of Recommendation	Approve with conditions

(i) Procedural Matters

This form of development would normally be dealt with under the Scheme of Delegation. However, the application site is owned by Lancaster City Council, and as such the application must be determined by the Planning Committee.

1.0 Application Site and Setting

- 1.1 City Lab is located on the eastern side of Dalton Square within the city centre of Lancaster and is comprised a Georgian townhouse (No.5) dating from the early 18th Century and a modern insertion into a historic terrace. The modern part of City Lab is finished in ashlar stone and glazing to the front elevation with rendered walls under an aluminium standing seam roof to the rear. No.5 Dalton Square is one of the groups of classical buildings which enclose the northern end of the Square. The ground floor is raised above the basement and to the rear there is a small courtyard which is overlooked from a rear room with a fine bow window. The courtyard is enclosed by the historic and more modern elements of the building which provides office accommodation.
- 1.2 The whole terrace on the eastern side of Dalton Square comprises offices, a public house and a doctors' surgery. City Lab is constructed of ashlar stone under a natural slate roof to the front. To the rear of the building is Charter House car park.
- 1.3 The property is located within the Lancaster Conservation Area and no. 5 Dalton Square is a Grade II listed building. Opposite the front of the building, the Queen Victoria Memorial is Grade II* listed and the walls enclosing it are Grade II listed. The site is located within the defined Town Centre boundary.

2.0 Proposal

- 2.1 The application is seeking Listed building consent for the installation of air source heat pumps within the internal courtyard of the building. The proposal will involve the siting of four ASHPs which will be mounted on a concrete plinth. Each heat pump will have dimensions of 1.710 metres high by 1.750 metres wide and 0.750 metres deep. The scheme also includes the installation of additional radiators within the Listed Building (no.5) which forms part of City Lab.

3.0 Site History

- 3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
25/00426/FUL	Installation of air source heat pumps	Pending consideration
24/01077/PRENG2	Pre application advice on implementation of air source heat pumps permitted under 22/00338/FUL	Advice issued
22/00388/FUL	Installation of PV panels to the rear elevation and installation of 2 air source heat pumps to courtyard	Permitted
14/01370/LB	Listed Building Application for the replacement of two windows	Permitted
11/01071/DPA	Installation of photovoltaic solar panels to the south roof slope of the rear outrigger	Permitted
09/00854/FUL	Installation of an air conditioning unit	Permitted
08/00235/FUL	Installation of air-conditioning unit to south elevation	Permitted
04/01450/DPA	Demolition of existing single storey building and erection of new offices	Permitted
04/01451/LB	Listed Building application to demolish existing single storey building, existing stairs to No.5 and external fire escape stairs, construction of new offices and other minor alterations	Permitted
00/00807/LB	Listed Building application for internal alterations to ground floor offices	Permitted

4.0 Consultation Responses

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

Consultee	Response
Conservation Team	No objections

- 4.2 The following responses have been received from members of the public:

- No responses received

5.0 Analysis

- 5.1 The key considerations in the assessment of this application are:

- Heritage impacts

- 5.2 **Heritage impacts** National Planning Policy Framework Chapter 2 (Achieving sustainable development), Chapter 16 (Conserving and enhancing the historic environment); Strategic Policies and Land Allocations DPD Policy SP7 (Maintaining Lancaster District's Unique Heritage), Development Management DPD Policies DM29 (Key Design Principles), DM30a (Sustainable

Design and Construction), DM37 (Development affecting Listed Buildings), DM38 (Development affecting Conservation Areas), DM39 (The Setting of Designated Heritage Assets) DM53 (Renewable and Low Carbon Energy Generation), DMCCCH1 (Retrofit of buildings of traditional construction for energy efficiency) and DMCCCH2 (Micro-renewables in the setting of heritage assets)

- 5.2.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed Building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. This is reiterated by the heritage policies of the Local Plan.
- 5.2.2 The ASHPs previously approved as part of application ref 22/00388/FUL were more industrial in scale and form. The current scheme proposes four smaller ASHPs which are of a more domestic scale and as such there will be no requirement for acoustic enclosures. The units would cause some harm to the setting of the listed building and its bow window which overlooks this space. However, as the character of the courtyard space has already been eroded by the newer elements of the City Lab building and due to the fact that the courtyard level is at a much lower level than the bow window, the installation would cause a relatively minor further loss of significance to the setting of the listed building. It is also considered that the proposal will lessen the negative impact on the listed building when compared to the consented scheme.
- 5.2.3 The scheme will involve the installation of associated plant equipment within the basement which is accessed via the courtyard. The necessary associated pipework will require two new 100mm diameter penetrations through the fabric of the building to allow for flow and return pipework to reach the plantroom and the electrical supplies for the ASHPs. This will be supplied from the new Molded Case Circuit Breaker (MCCB) panel board in the basement switch room. The cabling will be routed from the switch room and run at high level within the basement to exit the building and feed the ASHPs. Within the building a number of additional radiators will be installed at No.5 Dalton Square. The Conservation Officer is satisfied that these elements of the scheme would not result in adverse heritage impacts.
- 5.2.4 The identified minor level of less than substantial harm to the listed building arising from the ASHPs and associated works is outweighed by the public benefits in the form the removing reliance upon non-renewable gas supplies and the decarbonisation and improved efficiency and sustainability of building stock.

6.0 Conclusion and Planning Balance

- 6.1 The provision of the ASHPs and associated works will result in a low level of less than substantial harm to the character and significance of No. 5 Dalton Square, a Grade II listed building. However, it is considered that this identified harm is outweighed by the public benefits that the scheme entails.

Recommendation

That Listed Building Consent BE GRANTED subject to the following conditions:

Condition no.	Description	Type
1	Standard Listed Building Timescale	Control
2	Approved plans	Control

Background Papers

None

Agenda Item	A10
Application Number	25/00123/FUL
Proposal	Change of use of land (formerly in use by Lancaster Homeless Action) to extend existing Edward Street public car park
Application site	Site Of Former Lancaster & District Homeless Action Centre Edward Street Lancaster
Applicant	Mr Michael Hall
Agent	HPA Chartered Architects
Case Officer	Mr Sam Robinson
Departure	No
Summary of Recommendation	Subject to the submission of satisfactory amended plans/AIA, approve with conditions.

(i) **Procedural Matters**

This form of development would normally be determined under the Council's Scheme of Delegation. However, the site is under the ownership of Lancaster City Council, and therefore, the application is referred to the Planning Regulatory Committee for determination.

1.0 Application Site and Setting

- 1.1 The application site relates to land where the former Lancaster & District Homeless Action Centre previously stood. This building has recently been demolished. The site lies adjacent to Edward Street car park and lies within the setting of a large warehouse to the east which is identified as a non-designated heritage asset (NDHA). The site also lies within the Lancaster Conservation Area and the Canal Quarter strategic regeneration site.

2.0 Proposal

- 2.1 This application seeks consent for the change of use of the land to a car park. The proposed car park will form an extension to the existing Edward Street car park, operated by the council, and will be accessed via the access point to the highway located approximately 55m to the north.

3.0 Site History

- 3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
24/00555/FUL	Relevant demolition of the Homeless Action Centre	Permitted

4.0 Consultation Responses

4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Arboricultural Officer	Objection – Due to the removal of five trees.
Conservation Officer	No objection
County Highways	No objection
Property Services	No response

4.2 No responses have been received from members of the public.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Principle of development
- Design and visual impact on the designated heritage assets and streetscene
- Trees and biodiversity
- Highways
- Any other matters
- Conclusion and planning balance

5.2 **Principle of development** (NPPF Sections 2 & 7; Strategic Policies and Land Allocations Development Plan Climate Emergency Review (SPLA DPD) policy SG5; and the Review of the Development Management Development Plan Document Climate Emergency Review (DM DPD) policy DM62)

5.2.1 The site lies within the Lancaster Canal Quarter (LCQ) area, which is identified as an area for regeneration and development in policy SG5. Policy SG5 recognises that the regeneration of the LCQ site is critical to enhancing Lancaster City Centre's role and function as a sub-regional centre to boost retail, cultural and leisure offers for residents and visitors and continue to meet the needs of people across North Lancashire and South Cumbria.

5.2.2 The change of use of this relatively small parcel of land will be used in conjunction with the wider car park and would not undermine the aims and aspirations of the wider strategic site. The proposal is limited to the change of use of the land and is easily reversible. The proposal would provide a small addition to the Council's existing parking stock which currently aligns with the Council's Car Parking Strategy and will also provide a form of mitigation ahead of proposals for potential residential development on the Nelson Street car park.

5.3 **Design and visual impact on the designated heritage assets and streetscene** (NPPF Sections 12 & 16; SPLA DPD policy SP7; and DM DPD policies DM29, DM38 & DM41)

5.3.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting.

5.3.2 Policy DM38 states '*Any development proposals and / or alterations to buildings, features and open spaces in Conservation Areas should preserve or enhance the character and appearance of the Conservation Areas.*'

- 5.3.3 Both national and local policy are clear inasmuch that any harm to the significance of a listed building or Conservation Area must be clearly justified and needs to be outweighed by the public benefits of the proposal. If no harm has been identified, this test is not engaged.
- 5.3.4 The existing site is surrounded by white palisade fencing which has an industrial and utilitarian appearance and does not provide a positive contribution to the area. The change of use of the land to a car park would require this fencing to be removed which is welcomed providing a visual enhancement to the site.
- 5.3.5 The provision of parked vehicles will add an element of visual clutter to the streetscene, but this will be viewed in the context of the larger car park and considering removal of the harmful fencing, the proposal is considered to have a neutral impact on the significance of the Conservation Area and the setting of the non-designated heritage assets. As no harm has been identified, there is no requirement to weigh up the public benefits of the scheme. This position is shared by the Council's Conservation Officer who has raised no objection to the proposal.
- 5.4 **Trees and biodiversity** (NPPF Sections 12 &15; SPLA DPD policy SP8; and DM DPD policies DM29, DM44 & DM45)
- 5.4.1 Policy DM45 states that *"There is a presumption in favour of the retention of existing trees and hedgerows and the Council will expect individual trees, groups, woodlands and hedgerows to be conserved and enhanced where they positively contribute to the visual amenity, landscape character and/or environmental and climate mitigation and adaptation value of the location."*
- 5.4.2 Along the northern boundary sits 5no. trees and small shrubs which provides a visual separation between the application site and the existing car park. Despite the statement contained within the arboricultural impact assessment (AIA), it is considered that these trees do provide a positive contribution to the area which form part of the wider landscaping scheme for the car park.
- 5.4.3 The originally submitted scheme proposed to remove all five trees. This led to an objection from the Council's Arboricultural Officer. However, after extensive discussions, the applicant has agreed to amend the proposals and retain three out of the five trees. The trees to be retained include T1 a Norway Maple, T2 a Norway Maple and T4 a Cherry tree. One Cherry tree (T3) needs to be removed to provide access into the site and the T5 (Sycamore) is required to be removed for good arboricultural practice. Amended plans and an updated AIA have not yet been provided but these are anticipated in advance of the Planning Regulatory Committee.
- 5.4.4 Subject to the submission of satisfactory amendments, the retention of the 3no. trees would be considered a visual betterment in comparison to the entire loss, and this is welcomed showing that these trees can be positively incorporated into the development without compromising the deliverability of the proposal. A formal update will be provided prior to the application being presented to the Planning Regulatory Committee.
- 5.4.5 The initial biodiversity net gain (BNG) report indicated that 100% of the habitat units on site would be lost given all the trees were to be removed. Despite the retention of three trees, there is no additional landscaping proposed as part of the development and, therefore, no prospect of BNG being delivered on site. BNG is a mandatory requirement which will still need to be provided as part of this development. As the Council does not currently own any habitat banks and a location for BNG off-site has not been provided, it is anticipated credits or national credits will be required. How the BNG will be provided can be controlled by the mandatory BNG condition seeking a BNG Plan. It does not provide a reason to refuse planning permission.
- 5.5 **Highways** (NPPF Sections 9 & 12; and DM DPD policies DM29 & DM61)
- 5.5.1 Policy DM29 states that the Council will expect development to *"Incorporate suitable and safe access to the existing highway network"* and *"Ensure that highway safety and efficiency is maintained or improved"*.
- 5.5.2 The site layout plan shows how the site could be laid out as a car park. This currently shows the ability to provide around 23 car parking spaces with adequate space for vehicles accessing, manoeuvring and egressing the car park. The agent has confirmed that no new accesses are

proposed, and the car park will be accessed through the existing car park and access to the north of the site. The southeast corner of the site has a dropped kerb and could potentially be used as an additional access point but visibility to the south is poor due to the placement of an existing building immediately abutting the footpath. This could potentially lead to a highway hazard. As there is no intention to use this access, it is considered that a condition could be included to restrict access to the site at this point.

5.5.3 The Local Highway Authority has considered the application and confirm there are no highway safety concerns and raise no objection.

5.6 **Any other matters**

5.6.1 Due to the nature and use of the proposal, it is envisaged that the proposal would not result in an adverse impact upon the amenity of the nearest residential properties.

6.0 **Conclusion and Planning Balance**

6.1 The proposal will provide a small provision of public car parking space without compromising on the deliverability of the wider regeneration of the Lancaster Canal Quarter site. The proposal would not result in an adverse impact on the significance of the Lancaster Conservation Area or upon the amenity of any neighbouring properties. Whilst the proposal would not provide any increased planting on site, the loss of the trees and subsequent BNG gain can be secured by condition. Overall, the scheme is considered to comply with the development plan when read as a whole and therefore is recommended for approval subject to the receipt of amended plans.

Recommendation

Subject to the submission of satisfactory amended plans, that Planning Permission BE GRANTED subject to the following conditions:

Condition no.	Description	Type
1	Timescales	Standard
2	Development to accord with plans (amended plans to be submitted)	Standard
3	Development to accord with AIA (amended AIA to be submitted)	Control/compliance
4	Existing access point not to be used	Control/compliance

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been taken having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Background Papers

None

Agenda Item	A11
Application Number	25/00391/ADV
Proposal	Advertisement application for an internally illuminated totem sign
Application site	Former Frankie And Benny's Hilmore Way Morecambe Lancashire
Applicant	McDonalds Restaurants Limited
Agent	Mr Henry Mackenzie
Case Officer	Mr Patrick Hopwood
Departure	No
Summary of Recommendation	Approve with conditions

(i) **Procedural Matters**

Advertisement applications would normally be considered and determined under the Council's Scheme of Delegation. However, as the landowner is Lancaster City Council, the application must be determined by the Planning Regulatory Committee.

1.0 Application Site and Setting

1.1 The site to which this application relates is the former Frankie & Benny's building located off Central Drive, Morecambe. The building was originally constructed in the mid-1990s as a drive through Burger King takeaway. Frankie & Benny's took over the site in 2008, removing the drive through and extending the building to provide a larger restaurant. Frankie and Benny's vacated the site in 2020, and it has remained disused since then. The building is located on the corner of Hilmore Way and Central Drive. The site shares an access point on Hilmore Way serving a car park with a gym and pizza takeaway who co-habit the former Blockbuster video shop. Hilmore Way also leads to Morrisons, Morrisons Petrol Station, B&M, The Range and Next and their associated car parks, coach parking, and service areas.

1.2 The site is located within the Morecambe Area Action Plan (MAAP) and is within a Regeneration Priority Area. The cycle path to the west and south forms part of National Cycle Routes 69, 700, and the Way of the Roses, and is also designated as an existing cycle route under Policy T2.

2.0 Proposal

2.1 This application (as amended) seeks advertisement consent for the display of an internally illuminated totem sign, measuring 6m in height comprising of a double-sided moulded acrylic face panel mounted on a pole.

3.0 Site History

3.1 A number of relevant applications relating to this site have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
95/00530/FUL	Erection of a drive through takeaway restaurant and video shop	Approved
08/00836/FUL	Alterations and extensions to existing Burger King restaurant to form Frankie & Benny's restaurant with ancillary bar	Approved
22/01452/FUL	Change of use of existing restaurant (Class E) to mixed use unit comprising of restaurant and drive thru takeaway (sui generis), demolition of existing single storey extensions to side and rear, installation of external cladding and panelling and 2 new windows to the side, reconfiguration of car park to create drive-thru lane and associated landscaping	Withdrawn
23/00502/FUL	Change of use of existing restaurant (Class E) to mixed use unit comprising of restaurant and drive thru takeaway (sui generis), demolition of existing single storey extensions to side and rear, installation of external cladding and panelling and 2 new windows to the side, reconfiguration of car park to create drive-thru lane and associated landscaping	Approved
25/00314/FUL	External alterations including replacement doors and glazing, installation of plant and equipment, demolition of existing bin store, creation of bin store corral area, erection of fencing, changes to car parking layout, landscaping, and associated works	Approved
25/00316/FUL	Erection of single storey extensions, external alterations including replacement doors and glazing, installation of plant and equipment, demolition of existing bin store, creation of bin store corral area, erection of fencing, changes to car parking layout, landscaping, and associated works	Approved
25/00390/ADV	Advertisement application for 4 internally illuminated signs and 2 non-illuminated banner frame signs	Approved
25/00392/ADV	Advertisement application for 4 internally illuminated signs and 2 non-illuminated banner frame signs	Approved

4.0 Consultation Responses

4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Morecambe Town Council	Objection to 12-metre-high totem (The Town Council have been re-consulted on the amended scheme in May 2025 and any observations will be reported to the Planning Committee). Disproportionate to surroundings and raises a number of planning, public health, visual amenity and regeneration concerns.
County Highways	No objection to amended proposals, subject to condition controlling illumination.
Property Services	No response received.

5.0 Analysis

5.1 The key considerations in the assessment of this advertisement application are:

- Amenity
- Public Safety

5.2 Amenity (NPPF Chapter 12 (Achieving well-designed places); Policies DM21 (Advertisements and Shopfronts), DM29 (Key Design Principles), MAAP AS2 (Improve the Condition of Buildings and Encourage Beneficial Occupancy) and MAAP AS9 (Edge of Centre Retail Park))

5.2.1 The application relates to a replacement totem pole sign to reflect the branding of the proposed occupier. Originally, it was proposed that the totem would be 12 metres in height, approximately double the height of the existing totem frame and the Morrisons totem. This would have been out of character with the area and would have dominated views along Central Drive. The proposal has been amended with the height reduced to 6 metres and revised design. Given the presence of the existing totem pole sign and a totem sign for Morrisons supermarket nearby, both of similar height, and the commercial nature of the area, the revised signage raises no adverse concerns in terms of visual amenity. The area is already well lit, and as such the proposed method of illumination is acceptable. There would be no impact on residential amenity from the proposed signage in this location. Overall, the amended proposal is acceptable in terms of amenity and conforms with the policies listed above.

5.3 Public Safety (NPPF Chapters 9 (Promoting Sustainable Transport) and 12 (Achieving Well-Designed Places); Policies DM21 (Advertisements and Shopfronts), DM29 (Key Design Principles), DM60 (Enhancing Accessibility and Transport Linkages Policy), DM61 (Prioritising Walking and Cycling), T2 (Developing the Cycling and Walking Network) and MAAP AS3 (Improve Key Routes and Spaces for Pedestrians and Cyclists))

5.3.1 The original proposal indicated that the placement of the totem sign would conflict with proposals by Lancashire County Council and Sustrans to deliver improvements to the cycleway. The amended plans now show the sign relocated outside of the land required to deliver the cycleway improvements and can be accepted.

5.3.2 The location, scale, design and form of illumination of the proposed advertisement is considered acceptable and raises no concerns in terms of danger or distraction to motorists. County Highways have raised no objection to the proposed advertisement.

5.3.3 Subject to the imposition of conditions to regulate the illumination and condition of the advertisement, and a condition to secure approval of the amended plans, the revised totem sign would not hamper any planned future upgrades to the cycle network nor impact highway safety. It is therefore acceptable in terms of public safety and conforms with the relevant policies listed above.

6.0 Conclusion and Planning Balance

6.1 The amended proposal based on 6 metres is acceptable in terms of both amenity and public safety, and is therefore recommended for approval subject to the conditions noted below.

Recommendation

That Advertisement Consent **BE GRANTED** subject to the following conditions:

Condition no.	Description	Type
1	Standard Advertisement Timescale	Control
2	Amended Plans	Control
3	Advertisement Standard Condition 1 (landowner permission)	Control
4	Advertisement Standard Condition 2 (public safety)	Control
5	Advertisement Standard Condition 3 (maintenance)	Control
6	Advertisement Standard Condition 4 (structure maintenance)	Control
7	Advertisement Standard Condition 5 (site restoration)	Control
8	Removal of Existing Advertisements	Control

9	Luminance of Advertisements	Control
10	Highways Condition	Control

Background Papers
None

LIST OF DELEGATED PLANNING DECISIONS

LANCASTER CITY COUNCIL

APPLICATION NO	DETAILS	DECISION
24/00669/VCN	Ashton Hall Caravan Park, Ashton Road, Ashton With Stodday Change of use of land to touring caravan site, erection of a facilities building, associated re-grading of land, landscaping, formation of access road, lay-bys and cycle link, and creation of wildlife pond (pursuant to the variation of condition 6 on planning permission 17/00965/VCN to vary the landscaping proposals) for Mr Roger Clark (Ellel Ward)	Application Refused
24/00886/VLA	Land North Of Old Hall Farm, Kirkby Lonsdale Road, Over Kellet Variation of legal agreement application to amend the affordable housing provision and to address lack of annexed nominations agreement and omission of definition of a rural connection for Mr Mark Wilkinson - Oakmere Homes (Halton-with-Aughton And Kellet Ward)	Application Permitted
24/01169/FUL	Proctor House, 107 Main Road, Bolton Le Sands Replacement windows at Proctor House for Mr. Drew Campion (Bolton And Slyne Ward)	Application Permitted
24/01261/FUL	42 - 44 Church Street, Lancaster, Lancashire Installation of a new shopfront for Mr Rodney Banks-Lyon (Castle Ward)	Application Refused
24/01262/LB	42 - 44 Church Street, Lancaster, Lancashire Listed building application for the installation of a new shopfront for Mr Rodney Banks-Lyon (Castle Ward)	Application Refused
24/00225/DIS	Barn At OS Grid Reference E346558 N474927, Stankelt Road, Silverdale Discharge of conditions 3 and 10 on approved application 23/01244/FUL for Mr John Burrow (Silverdale Ward)	Application Permitted
24/01317/FUL	18 Victoria Street, Morecambe, Lancashire Change of use from place of worship (Use Class F) to ground floor and basement office (E), first floor holiday let (Sui Generis), and 2nd and 3rd floor maisonette (C3), replacement of shopfront, refurbishment of upper floor front windows, replacement of rear windows, removal of flue and infilling of a window to the rear elevation for Miss Adrianna Rembiasz (Poulton Ward)	Application Permitted
24/01338/FUL	5 Parklands, Parklands Drive, Caton Erection of detached outbuilding for Mrs Alison Bargh (Lower Lune Valley Ward)	Application Permitted
24/00237/DIS	Land Adjacent Galgate Mill, Chapel Lane, Galgate Discharge of conditions 3, 4, 5 on approved application 23/01353/FUL for Mr Rob Lowery (Ellel Ward)	Application Permitted
24/01409/FUL	Burnside, Procter Moss Road, Ellel Erection of a detached double garage with annex over for Mr Shane Mather (Ellel Ward)	Application Refused

LIST OF DELEGATED PLANNING DECISIONS

25/00006/DIS	Toll House Inn , 120 Penny Street, Lancaster Discharge of condition 3 on approved application 24/01089/LB for Mr Jonny Firth (Castle Ward)	Application Permitted
25/00007/DIS	University Of Cumbria , Bowerham Road, Lancaster Discharge of condition 16 on approved application 24/00473/VCN for Mr Paul Higham (Bowerham Ward)	Application Permitted
25/00009/DIS	Toll House Inn , 120 Penny Street, Lancaster Discharge of condition 3 on approved application 24/01088/FUL for Mr Jonny Firth (Castle Ward)	Application Permitted
25/00069/FUL	17 Redcar Road, Lancaster, Lancashire Conversion of existing garage to habitable room, erection of front/side extension incorporating first floor extension with roof over, erection of a two storey side extension and conversion of loft with associated parking provision for Mr M Afzal (Scotforth East Ward)	Application Refused
25/00014/DIS	Richmond Hall, Lancaster Road, Cockerham Discharge of conditions 4 and 5 on approved application 24/00278/FUL for Richard And Victoria Walmsley (Ellel Ward)	Application Permitted
25/00018/DIS	Northern Hi-Tec, Wasco House, Willow Lane Discharge of condition 3 on approved application 24/01102/FUL for Mr Gary Hewitt (Marsh Ward)	Application Permitted
25/00143/FUL	Storrs Holme, Silverdale Road, Yealand Redmayne Installation of two rooflights to the rear elevation for Mrs Helen Sayers (Silverdale Ward)	Application Permitted
25/00144/LB	Storrs Holme, Silverdale Road, Yealand Redmayne Listed building application for the installation of two rooflights to the rear elevation for Mrs Helen Sayers (Silverdale Ward)	Application Permitted
25/00174/FUL	20 Coastal Road, Hest Bank, Lancaster Conversion of outbuilding into self-contained studio in association with 20 Coastal Road for Miss Stella Dixon (Bolton And Slyne Ward)	Application Permitted
25/00206/FUL	Land Adjacent, Jenny Nook, Heysham Erection of seven dwellings with associated hard and soft landscaping, access and parking and public open space for Mr M Whitley (Heysham South Ward)	Application Refused
25/00209/FUL	6 Stankelt Road, Silverdale, Carnforth Erection of single storey front and side extensions for Mr Paul Fairclough (Silverdale Ward)	Application Permitted
25/00214/LB	Banks Lyon Shoes, 42 - 44 Church Street, Lancaster Listed building consent for repairs to six existing timber sash windows to first and attic floors for Banks Lyon (Castle Ward)	Application Permitted
25/00217/FUL	Fair View , 76 Slyne Road, Morecambe Change of use of land for the creation of hardstanding for use in connection with existing dwelling including associated land level changes and proposed planting/landscaping for Mr D Hoey (Torrisholme Ward)	Application Refused

LIST OF DELEGATED PLANNING DECISIONS

25/00241/FUL	Langdale, Starbank, Dolphinhholme Erection of single storey rear extensions and canopy to the side for Mr & Mrs Pye (Ellel Ward)	Application Permitted
25/00254/FUL	15 Main Road, Nether Kellet, Carnforth Sub division of existing dwelling to create 2 dwellings including associated garden/parking areas for Mr and Mrs Mason (Halton-with-Aughton And Kellet Ward)	Application Permitted
25/00261/FUL	258 Bowerham Road, Lancaster, Lancashire Erection of a single storey front extension, single storey rear extension, installation of a new roof to the side and installation of solar panels to the side elevation for Mr and Mrs Steve Ellershaw (Scotforth East Ward)	Application Permitted
25/00033/DIS	Old Watermill, Capernwray Road, Capernwray Discharge of conditions 3 and 4 on approved application 23/01474/FUL for Dr & Dr Precious (Halton-with-Aughton And Kellet Ward)	Split Decision
25/00268/FUL	83 High Road, Halton, Lancaster Relocation of doorway and window to front elevation, replacement and insertion of new rooflight windows to rear elevation, replacement of all windows and reroofing for Mr Wickett (Halton-with-Aughton And Kellet Ward)	Application Permitted
25/00295/FUL	63 Canterbury Avenue, Lancaster, Lancashire Erection of a two storey side extension for Mr & Mrs I Kolev (Bowerham Ward)	Application Refused
25/00301/FUL	Little Owl Barn, Back Lane, Wennington Change of use of agricultural land to domestic land and erection of a domestic garage for Mr Chris Hull (Upper Lune Valley Ward)	Application Permitted
25/00310/FUL	24 St Johns Avenue, Silverdale, Carnforth Replacement of flat roof with pitched roof on existing garage incorporating installation of solar panels for Mr & Mrs D Martin (Silverdale Ward)	Application Permitted
25/00311/FUL	40 Hest Bank Road, Morecambe, Lancashire Erection of a single storey rear extension for Ms J Hirst (Bare Ward)	Application Permitted
25/00312/FUL	Brookdale , Hala Road, Lancaster Erection of a detached outbuilding to the rear for Mrs Sue Walker (Scotforth East Ward)	Application Permitted
25/00317/FUL	45 Michaelson Avenue, Morecambe, Lancashire Construction of a hip to gable extension and dormer extensions to the side elevations for Mr Anthony Palmer (Torrisholme Ward)	Application Refused
25/00040/DIS	Land North Of Rectory Gardens, Lancaster Road, Cockerham Discharge of conditions 3 , 4 , 5, 6 ,7 ,8 , 9 , 10 ,11 , 12 , 13, 14 , 15 , 17 , 18 , 19 , 20 , 22 , 23 , 25 ,26 , 27 and 28 on approved application 22/00618/FUL for Mark Whelan (Ellel Ward)	Split Decision
25/00041/DIS	Land East Of, Scotland Road, Carnforth Discharge of condition 14 (b) on approved application 20/00607/VCN for Mr Jon Gould (Carnforth And Millhead Ward)	Application Refused

LIST OF DELEGATED PLANNING DECISIONS

25/00319/FUL	Bank Close, Upp Hall Lane, Priest Hutton Erection of a single storey front/side extension for Mr And Mrs H & N Clarke (Warton Ward)	Application Permitted
25/00320/ADV	Pier Hotel, 284 - 285 Marine Road Central, Morecambe Advertisement display for the installation of 2 externally illuminated hanging signs, signwritten logo, signwritten text and 2 signwritten amenity wording for Mr S. Wenman (Poulton Ward)	Application Permitted
25/00326/FUL	38 Foxfield Avenue, Morecambe, Lancashire Erection of a single storey rear extension, construction of a loft conversion with front and rear dormer extensions and installation of solar panels to the front for Mr Mark Turner (Westgate Ward)	Application Permitted
25/00329/FUL	Bland Cottage, The Shore, Bolton Le Sands Erection of a two storey rear extension with balcony for Mr and Mrs Richard Knight (Bolton And Slyne Ward)	Application Refused
25/00332/PLDC	14 Morecambe Road, Morecambe, Lancashire Proposed lawful development certificate for the construction of a dormer extension to the side for Mr and Mrs Jo Illingworth (Torrisholme Ward)	Lawful Development Certificate Granted
25/00334/FUL	14 St Helens Road, Overton, Morecambe Erection of a single storey rear extension, first floor side extension and new garage for Mr and Mrs Higginson (Overton Ward)	Application Permitted
25/00335/ADV	Vantage, 1 Middlegate, White Lund Industrial Estate Advertisement application for the display of three internally illuminated fascia signs, one internally illuminated totem sign, one internally illuminated entrance pillar and one non-illuminated directional sign for Andrew Mallory (Westgate Ward)	Application Permitted
25/00340/PLDC	43 Pinewood Avenue, Bolton Le Sands, Carnforth Proposed lawful development certificate for the demolition of existing single storey extension and erection of a replacement single storey side extension for Mr Austin Butterworth (Bolton And Slyne Ward)	Lawful Development Certificate Refused
25/00342/FUL	17 Westbourne Road, Lancaster, Lancashire Construction of a dormer extension to rear and outrigger for Mr And Mrs Cutler (Marsh Ward)	Application Refused
25/00343/FUL	5 Broughton Grove, Morecambe, Lancashire Erection of a two storey side extension and single storey rear extension for Mr L Walker (Westgate Ward)	Application Permitted
25/00347/FUL	75 South Road, Morecambe, Lancashire Construction of a hip to gable and dormer to rear elevation for Mr And Mrs M Leslie (Bare Ward)	Application Permitted
25/00353/LB	Downy Field House, Downeyfield Road, Heaton With Oxcliffe Listed building application for lime render finishes to existing front and left hand side elevations for Mr Michael Gorry (Overton Ward)	Application Permitted

LIST OF DELEGATED PLANNING DECISIONS

25/00355/LB	29 Queen Street, Lancaster, Lancashire Listed building application to replace the render to south gable elevation for Gisela Renolds (Castle Ward)	Application Permitted
25/00365/PLDC	6 Buoymasters, Lancaster, Lancashire Proposed lawful development certificate for the installation of replacement windows and sliding patio doors for Ms Nicola Gaskell (Castle Ward)	Lawful Development Certificate Refused
25/00384/ELDC	4/4A Foxholes Road, Morecambe, Lancashire Existing lawful development certificate for the use of property as two self-contained flats for Mr & Mrs Jack And Abbey Joy Wilcock (Bare Ward)	Lawful Development Certificate Granted
25/00374/VCN	144A Greaves Road, Lancaster, Lancashire Change of use of lower ground and ground floor offices (Use Class E) to 4 self-contained studio flats (C3) for student accommodation only, removal of garage doors, installation of replacement windows/doors, and installation of railings to the front and rear elevations(pursuant to the variation of condition 2, 3 and 4 on planning permission 22/00198/FUL to amend previously approved plans and provide details required by conditions 3 and 4) for Mr Harry Dickie (Scotforth West Ward)	Application Permitted
25/00375/PLDC	Pre School Centre And Baby Unit, University Of Cumbria, Bowerham Road Proposed Lawful Development Certificate for the erection of a single storey side extension for Philippa Perks (Bowerham Ward)	Lawful Development Certificate Granted
25/00379/FUL	8 Bentham Road, Lancaster, Lancashire Erection of a first floor side extension incorporating construction of dormer extensions to the front and rear elevations and erection of a single storey rear extension for Mr & Mrs G Pearcey (Scotforth East Ward)	Application Permitted
25/00382/FUL	16 Hillmount Avenue, Heysham, Morecambe Erection of a two storey side extension for Mr Anthony Smith (Heysham South Ward)	Application Permitted
25/00389/VCN	Overtown Farm, Woodman Lane, Cowan Bridge Construction of a swimming pool and associated plant room (pursuant to the variation of condition 2 on planning permission 22/00218/FUL to amend previously approved plans) for Mr & Mrs Simon Cleaver (Upper Lune Valley Ward)	Application Permitted
25/00393/PLDC	66 Greaves Road, Lancaster, Lancashire Proposed lawful development certificate for the re-sizing and relocation of a first floor window and the replacement and addition of new rooflights for Dr Bihani Sakar (Scotforth West Ward)	Lawful Development Certificate Refused
25/00395/VCN	Land North Of Stonesby House, Stanmore Drive, Lancaster Erection of a pair of semi-detached dwellings with associated access (pursuant to the variation of condition 1 on planning permission 22/00889/VCN to amend the landscaping plan to include hard landscaping and a summer house) for Mr Munshi (Scotforth West Ward)	Application Refused

LIST OF DELEGATED PLANNING DECISIONS

25/00401/PLDC	Langthwaite Heights, Langthwaite Road, Quernmore Proposed lawful development certificate for installation of roof mounted solar PV array to existing agricultural building for S Pye (Ellel Ward)	Lawful Development Certificate Granted
25/00402/FUL	Mill 3, Moor Lane, Lancaster Installation of electric vehicle chargers for Fraser Brown (Castle Ward)	Application Permitted
25/00052/DIS	Former West Bank Outbuilding, Belle Vue Terrace, Lancaster Discharge of condition 3 on approved application 23/00346/FUL for Miss Olivia Hartley (Scotforth West Ward)	Application Permitted
25/00405/FUL	8 Pinewood Avenue, Bolton Le Sands, Carnforth Installation of an air source heat pump to rear for Maggie Smith (Bolton And Slyne Ward)	Application Permitted
25/00412/LB	Gornalls Farm, Flintron Brow, Over Wyresdale Listed building application for the reinstatement of surface finish to the gable and extension walls for G Fleming (Ellel Ward)	Application Permitted
25/00415/FUL	71 Sefton Road, Heysham, Morecambe Erection of single storey rear extension and entrance lobby for Ms Anna & Leah Stuttard (Heysham North Ward)	Application Permitted
25/00416/PAA	Fanny House Farm, Oxcliffe Road, Heaton With Oxcliffe Prior approval for the change of use and conversion of agricultural building into 7 dwellings for Mr W Mason (Heysham Central Ward)	Prior Approval Granted
25/00417/LB	Proctor House, 107 Main Road, Bolton Le Sands Listed building application for replacement windows at Proctor House for Mr Drew Campion (Bolton And Slyne Ward)	Application Permitted
25/00421/PAM	Land To The Side Of Units 1-9, Lansil Way, Lancaster Prior approval for the installation of 22.5m lattice tower with 6 antennas, 2 dish antennas, 4 equipment cabinets and associated ancillary apparatus and fencing compound for Cornerstone Telecommunications (Bulk Ward)	Prior Approval Not Required
25/00425/FUL	Royal Station Hotel, Market Street, Carnforth Change of use and conversion of first floor unit into a residential apartment for Mr Glen Pearson (Carnforth And Millhead Ward)	Application Withdrawn
25/00053/DIS	Aspley Barn, Main Road, Thurnham Discharge of condition 3 on approved application 24/01252/FUL for Mr & Mrs Walmsley (Ellel Ward)	Application Permitted
25/00431/FUL	Hawthorn House, Cross Road, Tatham Erection of canopy to rear elevation and replacement of windows and doors for Mr Simon Hutchinson (Lower Lune Valley Ward)	Application Refused
25/00432/ADV	Specsavers, 14 - 18 Cheapside, Lancaster Advertisement application for the display of an externally illuminated fascia sign and externally illuminated projecting sign for Mr K Clegg (Castle Ward)	Application Permitted

LIST OF DELEGATED PLANNING DECISIONS

25/00433/VCN	Pheasantfield Farm, Borwick Road, Borwick Prior approval for the change of use of an agricultural building into 3 dwellings (C3) (pursuant to the variation of condition 1 on planning permission 23/00169/PAA to amend previously approved plans) for Mr J C Derbyshire (Warton Ward)	Application Refused
25/00054/DIS	11 Lindeth Road, Silverdale, Carnforth Discharge of condition 3 on approved application 24/00809/FUL for Mr Harry Houghton (Silverdale Ward)	Application Permitted
25/00435/FUL	44 Blades Street, Lancaster, Lancashire Part retrospective application for the excavation of land to increase existing lightwells, and installation of door in existing window opening to the front elevation. Conversion of basement to ancillary living accommodation in association with 44 Blades Street for Ms Kim Coole (Castle Ward)	Application Permitted
25/00436/FUL	44 Sibsey Street, Lancaster, Lancashire Erection of a single storey rear extension for Ms Janice Lane (Marsh Ward)	Application Permitted
25/00441/PLDC	41 Lordsome Road, Heysham, Morecambe Proposed Lawful Development Certificate for the construction of a dormer extension to the side elevation and installation of roof lights for Mr Krzysztof Kochanowski (Heysham North Ward)	Lawful Development Certificate Granted
25/00447/FUL	38 Ellis Drive, Morecambe, Lancashire Erection of a single storey side extension, single storey rear extension, construction of a 1.5m wall to the front elevation, roof alterations including construction of a hip to gable extension and internal alterations for Mr Christopher Gareth Cooper (Bare Ward)	Application Permitted
25/00057/DIS	The Bungalow, Green Lane, Heaton With Oxcliffe Discharge of conditions 3, 4, 5 and 6 on approved application 24/00733/FUL for Mr S Lee Jr (Westgate Ward)	Application Permitted
25/00453/FUL	34 Greenwood Avenue, Bolton Le Sands, Carnforth Construction of raised garage roof, construction of Juliet balcony to the rear elevation and installation of replacement windows for Mr Martin Bennett (Bolton And Slyne Ward)	Application Permitted
25/00058/DIS	35 Low Road, Halton, Lancaster Discharge of condition 3 on approved application 24/01333/FUL for Ms Chrissie Hunt (Halton-with-Aughton And Kellet Ward)	Application Permitted
25/00462/ADV	Greyhound Bridge Bus Shelter, Greyhound Bridge Road, Lancaster Advertisement application for the display of an internally illuminated single digital screen for Louise Roberts (Skerton Ward)	Application Permitted
25/00061/DIS	13 Dalton Square, Lancaster, Lancashire Part discharge of condition 5 on approved application 19/00019/FUL for Mr A Nolan (Castle Ward)	Application Refused

LIST OF DELEGATED PLANNING DECISIONS

25/00466/NMA	Mellishaw North Development Site, Mellishaw Lane, Heaton With Oxcliffe Non-material amendment on approved application 22/00462/FUL to amend the description to erection of new buildings accommodating employment units (E(g) and B8), erection of new car showroom, car wash and valeting buildings, together with construction of new roads, parking, boundary enclosures, landscaping and associated infrastructure for Mr Cox (Westgate Ward)	Application Permitted
25/00468/NMA	38 Oak Drive, Halton, Lancaster Non-material amendment to planning permission 22/00160/FUL to amend dormer and gable cladding for Mr & Mrs Eden (Halton-with-Aughton And Kellet Ward)	Application Refused
25/00469/FUL	12 Grasmere Road, Lancaster, Lancashire Construction of dormer extension to rear elevation and rooflights to front elevation for Mr Steven Edge (Bulk Ward)	Application Permitted
25/00066/DIS	Dennison Farm, Back Street, Overton Discharge of condition 4 on approved application 24/01419/LB for Mr Ian Gardner (Overton Ward)	Application Permitted
25/00471/NMA	Lancaster University , Bigforth Drive, Bailrigg Non Material Amendment on approved application 24/00171/FUL to revise plans including relocation of double door, additional louveres, replace external access staircase with cat ladder, addition of external fencing, staircase enclosure, access walkway, hoop barriers, bollards and AV screen for Anna Cockman (University Ward)	Application Permitted
25/00472/AD	Borrans Farm, Fall Kirk, Gressingham Agricultural determination for the erection of a storage building for Miss Jennifer Milne (Halton-with-Aughton And Kellet Ward)	Prior Approval Refused
25/00065/DIS	Land North Of Bottomdale Road East Of M6, Bottomdale Road, Halton Discharge of condition 5 on approved application 22/00874/FUL for F & J Varey (Halton-with-Aughton And Kellet Ward)	Application Refused
25/00495/AD	Littlefell Farm, Wyresdale Road, Quernmore Agricultural determination for the erection of agricultural storage building for Mr David Whitaker (Ellel Ward)	Prior Approval Not Required
25/00497/EIR	Littlefell Farm, Wyresdale Road, Quernmore Screening request for the erection of agricultural storage building for Mr David Whitaker (Ellel Ward)	ES Not Required
25/00501/NMA	40 Middleton Road, Heysham, Morecambe Non-material amendment on approved application 23/00935/FUL to remove the parapet wall for Mr Paul Townend (Heysham South Ward)	Application Refused
25/00507/AD	Agricultural Buildings, Honeystones, Melling Road Agricultural determination for creation of a track for Mr John Clarke (Upper Lune Valley Ward)	Prior Approval Not Required
25/00075/DIS	Lancaster Castle , Castle Park, Lancaster Discharge of conditions 3, 4 and 5 on approved application 25/00011/LB for Vicki Mathews (Castle Ward)	Split Decision

LIST OF DELEGATED PLANNING DECISIONS

25/00523/EIR	Hazelwood Lodge, Hollins Lane, Silverdale Screening request for demolition of existing shed and erection of a replacement mono-pitched timber shed for Mr R. & Mrs. N. Walton (Silverdale Ward)	ES Not Required
25/00077/DIS	Land To The South Of Lawsons Bridge Site, Scotforth Road, Lancaster Discharge of condition 22 on approved application 22/00423/VCN for Hannah Jackson (Scotforth West Ward)	Application Permitted
25/00537/NMA	Land To The Rear Of Pointer Grove And, Adjacent To High Road, Halton Non material amendment to planning permission 18/01422/FUL to amend the external finish of the Erget House Type garage elevation from cladding to render for Miss Josie Scrimgour (Halton-with-Aughton And Kellet Ward)	Application Permitted
25/00542/PLDC	6 Meadow Drive, Bolton Le Sands, Carnforth Proposed Lawful Development Certificate for the erection of a single storey rear extension for Mr M Taylor (Bolton And Slyne Ward)	Lawful Development Certificate Granted
25/00554/EIR	43 Caton Green Road, Brookhouse, Lancaster Screening opinion for demolition of existing dwelling, erection of new dwelling and creation of new additional vehicular access for Mr & Mrs Kyle (Lower Lune Valley Ward)	ES Not Required
25/00568/EIR	Greenlot Farm, Postern Gate Road, Quernmore Screening request for the erection of a steel portal frame building for Mr James Burr (Lower Lune Valley Ward)	ES Not Required