

Agenda Item A8	Committee Date 24 June 2019	Application Number 18/01642/FUL
Application Site Keer Park Warton Road Carnforth Lancashire		Proposal Erection of three blocks each comprising of seven light industrial units (B1) with associated parking
Name of Applicant Mr Phil Rogerson		Name of Agent Stuart Begg
Decision Target Date 6 June 2019		Reason For Delay Committee Cycle
Case Officer		Mrs Petra Williams
Departure		No
Summary of Recommendation		Approval

1.0 The Site and its Surroundings

- 1.1 The proposal site is an area of land adjacent to an existing industrial warehouse building that lies within the former TDG Depot in Carnforth, which is accessed off Warton Road. The site is situated on the east side of Warton Road and is in close proximity to the Carnforth railway junction with the West Coast main line running close to the south-eastern site boundary.
- 1.2 The existing buildings within the wider site formed part of TDG's distribution facilities, which were occupied until the early 2000s. Many of the units have now been re-let to provide range of commercial and office spaces.
- 1.3 The boundary of Carnforth Conservation Area is located approximately 50 metres away from the site. The site falls within the Carnforth's Air Quality Management Area and a Site of Special Scientific Interest impact risk zone. The site is identified within the saved Local Plan as an Existing Employment Area and is identified within the emerging Strategic Policies and Land Allocations DPD as a Development Opportunity Site for a mixture of uses, including employment, commercial, residential and recreational uses.

2.0 The Proposal

- 2.1 The application proposes the erection of three blocks, which will be set out in a linear arrangement adjacent to the existing warehouse building, each comprising seven light industrial units (B1) with associated parking. The proposed will provide small, flexible starter units.

3.0 Site History

- 3.1 There is no site history relevant to this application.

4.0 Consultation Responses

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

Consultee	Response
County Highways	No objections subject to the inclusion of conditions to ensure cycle storage provision and off site highways works.
Environmental Health – (Air quality)	No objection. The development can be classified as a Type 1 development for air quality purposes, requiring standard mitigation approaches. Suggests conditions in relation to a construction environmental management plan and electric vehicle charging facilities.
Contaminated Land Officer	No objection. The proposed development may fall within land formerly occupied by a second world war army camp. Based on information available to date the City Council would anticipate that safety risks arising from this former use are likely to be low or very low.
Conservation	No objection. The existing large industrial buildings do not make a positive contribution to the setting of the Conservation Area and the addition of modern clad industrial units will have a neutral impact on the setting and significance of the designated and non-designated heritage assets.
Natural England	No comments to make in respect of this application.
Network Rail	No objection providing the development does not impact on the safe operation and integrity of the railway. This will be ensured through the imposition of relevant conditions in relation to a Risk Assessment and Method Statement for construction as well as drainage. Advice will also be attached to the decision notice with regard to working in proximity to the railway.
Engineering Team	No comments to make in respect of this application.
Lead Local Flood Authority	No comments received.
Lancashire Archaeology	No objection but advises that the site appears to have been requisitioned as a military headquarters or depot in 1939 and a section of this potential munition store is still extant immediately outside the present development red line. If in existence this should be considered as of at least local, if not district, historical importance and should not be needlessly damaged or destroyed without careful consideration. It may be that the Council should consider including this surviving element in their register of Locally Listed Buildings.
Fire Safety Officer	Neither objects nor supports the scheme but provides advice in respect of access for fire appliances and water supplies for firefighting purposes. Comments to be provided to the applicant as advice.
United Utilities	No objection subject to conditions to ensure that the site is appropriately drained.
Cadent Gas	No objection. No record of apparatus in the immediate vicinity of proposed development.
Dynamo Cycling Campaign	Objection. Supports the regeneration of a disused industrial area, but points out that the application does not take into account National Cycle Network route 90 that runs along Warton Road. Increased traffic movement resulting from the development would pose an increase danger to cyclists without mitigation.

5.0 Neighbour Representations

5.1 No comments received within the statutory consultation period.

6.0 Principal National and Development Plan Policies

6.1 National Planning Policy Framework (NPPF)

Paragraph 11: The presumption in favour of sustainable development
Paragraph 108 -111: Promoting sustainable transport
Paragraph 118-119: Making effective use of land
Paragraph 127: Achieving well designed places
Paragraph 178: Contamination
Paragraph 181: Air Quality
Paragraph 192: Heritage Assets

6.2 Local Planning Policy Overview – Current Position

On 15 May 2018, and in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), Lancaster City Council submitted the following documents to the Secretary of State (Planning Inspectorate) for examination:

- (i) The Strategic Policies and Land Allocations DPD; and,
- (ii) (A Review of) The Development Management DPD

The Examination Hearing Sessions commenced on 9 April 2019.

The Strategic Policies and Land Allocations DPD will replace the remaining policies of the Lancaster District Core Strategy (2008) and the residual 'saved' land allocation policies from the 2004 District Local Plan.

The Review of the Development Management DPD updates the policies that are contained within the current document, which was adopted in December 2014. As it is part of the development plan the current document is already material in terms of decision-making.

Given the current stage of both DPDs, it is considered that some weight can be attributed to the policies contained therein where no significant objection to them has been raised.

6.3 Lancaster District Core Strategy (adopted July 2008)

SC1 – Sustainable Development
SC5 – Achieving Quality in Design

6.4 Lancaster District Local Plan (saved policies)

EC5 – Improving the District's Existing Employment Areas (Warton Road, Carnforth)

6.5 Development Management Development Plan Document (adopted July 2014)

DM16 – Small Business Generation
DM20 – Enhancing Accessibility and Transport Linkages
DM21 – Walking and Cycling
DM22 – Vehicle Parking Provision
DM25 – Green Infrastructure
DM35 – Key Design Principles
DM39 – Surface Water Run-off and Sustainable Drainage

7.0 Comment and Analysis

7.1 The main issues are:

- Principle and emerging policy;
- Design and heritage impacts;
- Highways;
- Air quality; and
- Other matters

7.2 Principle and emerging policy

7.2.1 The NPPF supports the sustainable growth and expansion of business through the conversion of existing buildings and well-designed new buildings. It also gives substantial weight to the value of using suitable brownfield land or the use of underused land and buildings. The site is identified as an existing Employment Site within the saved Local Plan and is identified as a Development Opportunity Site within the emerging Local Plan. It is considered that the proposal is consistent with the principles of existing and emerging policies. Policy DM16 of the Development Management DPD also identifies support for small business generation or expansion in the built up area of Carnforth. It is therefore considered that the principle of development of this site for a B1 use can be supported.

7.3 Design and heritage impacts

7.3.1 The NPPF requires that developments are visually attractive and are sympathetic to local character, and should positively contribute to local character and distinctiveness of heritage assets. Policy DM35 requires development to make a positive contribution to the surrounding landscape. There are a mix of buildings within the site, including modern industrial units and Ironworks House - a non-designated heritage asset that fronts Warton Road. The application site is also within the setting of the Carnforth Conservation Area.

7.3.2 The development has been designed to allow access to the adjacent existing building for the purposes of maintenance and means of escape. The elevations would comprise facing masonry cladding up 2.4m above floor level and profiled dark grey cladding under dark grey aluminium profile roofing with integrated roof lights. The units will include dark grey roller shutters to match the cladding. It is considered that the three mono-pitched units would sit comfortably next to the adjacent, larger units. It is considered that the existing large, modern industrial buildings within the site do not make a positive contribution to the heritage setting. As such it is considered that the addition of the proposed units, which will be of smaller scale, will have a neutral impact on this setting.

7.4 Highways

7.4.1 The NPPF requires that opportunities for sustainable transport are maximised, safe and suitable access to the site is provided and significant impacts on the network are effectively managed. The development site is currently used as an informal parking area for adjacent units. The scheme will provide 32 car parking spaces, six of which will be allocated for persons with impaired mobility. This accords with the maximum required standards set out within Appendix B of the Development Management DPD, which relates to car parking standards. Cycle shelters will be provided between the buildings.

7.4.2 The scheme will utilise the existing point of access to the site off Warton Road. Concerns have been raised by Dynamo Cycle Group regarding the impacts of an increase in vehicle movements on the National Cycle Network route that runs along Warton Road. The Highway Authority has also raised this point and suggested a minor element of off-site highway improvement works to include laying of a short length of centre line, transverse & Stop / Give Way thermoplastic markings in order to mitigate against the consequences of increased pedestrian / vehicular movements over the surrounding public highway network in the vicinity of the application site. Given that the development will undoubtedly result in an increase in vehicle movements to and from Warton Road, this request is considered reasonable.

7.5 Air quality

7.5.1 National policy requires that planning decisions should sustain and contribute toward complying with relevant limit values or objectives for pollutants and opportunities for mitigation of impacts should be identified. Policy DM37 requires that new development located within or adjacent to an air quality management area must not be significantly adversely affected by the development and include mitigation measures where appropriate.

7.5.2 The site is within Carnforth Air Quality Management Area and as such an Air Quality Mitigation Statement has been provided and considered by the Council's Air Quality Officer. Standard mitigation provisions are proposed within the Air Quality Mitigation Statement and this includes the acknowledgement that a construction environmental management plan will be required in addition to the provision of electric vehicle infrastructure. This approach is considered acceptable by the Air Quality Officer.

7.6 Other matters

7.6.1 The scheme includes provision for limited tree planting within the site. It is considered that this will offer a positive impact within this light industrial setting. As such details of a landscaping scheme will be conditioned.

7.6.2 Lancashire Archaeological has provided comments in respect of the application and suggests that part of the site may have historically contained a munitions store. However, following enquires

undertaken by the Contaminated Land Officer the safety risks arising from this former use are likely to be low or very low. However, an advice note will be included with the decision notice if consent is granted.

8.0 Planning Obligations

8.1 There are no planning obligations to be considered as part of this application.

9.0 Conclusions

9.1 The proposed development would result in employment development in a location that is supported in policy and matters relating to highways and air quality can be adequately dealt with by condition. On this basis this application is recommended for approval.

Recommendation

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

1. Standard 3 year timescale
2. Plans
3. Submission of a foul and surface water drainage scheme
4. Construction and environmental management plan
5. Risk Assessment and Method Statement for construction
6. Electric vehicle charging points
7. Landscaping scheme
8. Cycle and bin storage prior to occupation
9. Car parking prior to occupation
10. Separate foul and surface water drainage
11. Unforeseen contamination
12. Use restricted to B1

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

In accordance with the above legislation, the City Council can confirm the following:

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 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