

Agenda Item	A7
Application Number	22/01328/REM
Proposal	Reserved matters application for the approval of layout, scale, appearance, and landscaping following planning permission 22/00562/VCN for the development of 8,397sqm of employment (Use Classes B1(c), B2 and B8)
Application site	Land Adjacent To Porsche Centre South Lakes 1 Electric Drive Carnforth Lancashire
Applicant	Mrs Tracy Clavell-Bate
Agent	Mr Jordan Clark
Case Officer	Mrs Eleanor Fawcett
Departure	Yes
Summary of Recommendation	Approval, subject to conditions

1.0 Application Site and Setting

- 1.1 The site is located 1km to the east of Carnforth town centre and 1.25km to the west of the village of Over Kellet. It is approximately 3 hectares in area, and is roughly rectangular in shape with a curved boundary at the north eastern end, and comprises agricultural land. The site is located between the M6 motorway and the B6601, which connects the roundabout at junction 35 to Kellet Road. The roundabout lies close to the northeast boundary, separated by a wide verge and an existing car showroom lies adjacent to the southwest boundary, separating the site from Kellet Road. Beyond the M6, to the west, is Carnforth Business Park, and to the east is open agricultural land.
- 1.2 The site is undulating and the land levels fall to around 30 metres Above Ordnance Datum (AOD) along part of the boundary with the M6, with the highest part of the site located at the site's entrance, at approximately 39 metres AOD. There is a watercourse crossing the site towards the northeast which causes the land levels to decrease quite steeply on either side. There are open views across the site from the M6 motorway and there is some hedgerow with a grass verge between the B6601 and the site, except where the access has been created to serve the car showroom and this site.
- 1.3 The site is allocated as Countryside Area in the adopted Local Plan and is covered by a mineral safeguarding area. A public footpath is located approximately 60 metres to the west, which runs parallel to the M6 motorway. The Arnside and Silverdale AONB is located approximately 1.2 kilometres to the northwest.

2.0 Proposal

- 2.1 Outline planning permission was granted in January 2020 for up to 8,400 square metres of employment space, as part of a hybrid application which included a full application for engineering works to provide a development platform across this and the site to the south which now contains the car showroom. A subsequent application was approved to vary the requirements of some of the

conditions on the permission and this replaces the original outline consent. The current application seeks to agree those details which were reserved at outline stage relating to the appearance, layout, scale and landscaping.

2.2 The application proposes the erection of four buildings, two of which will be divided into two units. These will be served by a shared access road running roughly parallel to the south-east boundary and the B6601. Each will have an associated service yard and parking. The buildings will be clad in a mix of grey cladding and have a shallow pitched roof. The floor levels of the buildings vary between 35.85 AOD, at the southwest of the site, to 33.55 AOD at the northeast, due to variations in the site levels. The size of each building is as follows, with Unit A at the southwest and unit D at the northeast:

- Unit A - 56 metres by 35 metres and 11.6 metres to high (to ridge)
- Unit B - 82 metres by 35.5 metres and 11.2 metres high (to ridge)
- Unit C - 54 metres by 25.5 metres and 8.5 metres high (to ridge)
- Unit D - 43.3 metres by 17.3 metres and 8.6 metres high (to ridge)

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
22/00562/VCN	Hybrid application comprising a full application for proposed alterations to land levels and associated access, and outline application for up to 8,400sqm of employment floor space (Use Classes B1(c), B2 and B8) with associated access (pursuant to the removal of conditions 7,8,9 and 12 on outline planning permission 19/00545/HYB in relation to site access and off-site highway works and variation of condition 24 in relation to BREEAM standards)	Approved
19/00545/HYB	Hybrid application comprising a full application for proposed alterations to land levels and associated access, and outline application for up to 8,400sqm of employment floor space (Use Classes B1(c), B2 and B8) with associated access	Approved (contrary to officer recommendation)
18/01606/PRE3	Pre-application advice for the development of up to 6400sqm of Use Class B1 (Business), B2 (General Industry) and B8 (Storage and Distribution) with associated access	Advice provided

3.2 Also of relevance is the development of the car showroom on the adjacent site, which shares the same access and was also covered by the full application part of the hybrid application referenced above. The permission for the car showroom has been implemented and the use is operational. The most relevant applications are set out below:

Application Number	Proposal	Decision
23/00059/FUL	Erection of workshop, relocation of carpark including level alterations and associated drainage	Under consideration
19/01368/VCN	Erection of car showroom (sui generis), maintenance workshop and preparation building (B2), display area, storage compound with associated access and landscaping (pursuant to the variation of condition 3 on planning permission 17/01133/FUL to allow construction traffic to use the existing site access from Kellet Road to accommodate initial ground works)	Approved
19/01141/VCN	Erection of car showroom (sui generis), maintenance workshop and preparation building (B2), display area,	Approved

	storage compound with associated access and landscaping (pursuant to the variation of condition 4 on approved application 17/01133/FUL to allow construction traffic to use the existing access on Kellet Road)	
17/01133/FUL	Erection of car showroom (sui generis), maintenance workshop and preparation building (B2), display area, storage compound with associated access and landscaping	Approved (contrary to officer recommendation)

4.0 Consultation Responses

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

Consultee	Response
Parish Council	No comments received
Environmental Health	No objection subject to a condition requiring wheel washing facilities during construction.
Arboricultural Officer	No comments received
Engineering Team	No comments received
County Highways	No objections. A Traffic Regulation Order will be required to extend the 30mph limit to a point beyond the existing street lighting scheme and electric vehicle changing points should be provided. Request further plans showing the ground levels with the proposed road to ensure that the existing highway B6601 will be suitably supported and not undermined by any works within the development site. Request conditions requiring: construction management plan; construction deliveries outside peak traffic; wheel washing facilities; new road built to base course level; details of the management of private roads; scheme of highway surface water drainage; surfacing and marking of car parking; and off-site highway works prior to occupation.
Lead Local Flood Authority	Awaiting comments (consulted with drainage scheme on 4 May 2023)
County Planning Policy (Minerals)	No comments received
National Highways	No objection subject to conditions relating to construction, drainage, fencing and measures to prevent vehicles entering the M6. Have confirmed that the construction and drainage conditions are not required as these are covered by the outline permission.
Natural England	No objection
Environment Agency	No comments received
Arnsdale and Silverdale AONB Unit	Comments. The site is within the setting of the Arnsdale & Silverdale AONB and is visible from Warton Crag, a key viewpoint within the AONB. It is currently within the rural landscape and will have a negative impact on the character of the setting of the AONB. The loss of an area of open pastureland in this rural setting will be detrimental. Recommend that many more trees are planted on the boundary, and this could help reduce the visual impact on the AONB. Should also take into account the impact of light spillage from the proposed extensive glazing and also any security lights.
Ramblers Association	Object. Request that the building on plot D is deleted or reduced to one storey as it forms the major approach to Carnforth from the M6 and would therefore be inappropriate for the area which has a high tourist economy.
Lancashire Constabulary	Comments. Recommend measures to be incorporated into the design in relation to: boundary treatments; footpaths; defensible spaces; anti-ram bollards; landscaping; car parking; cycle storage; climbing aids; lighting, cctv; walls and roofs; alarms; windows and door; and waste storage.
Lancashire Fire and Rescue Services	Comments. It should be ensured that the scheme fully meets all the requirements of Building Regulations Approved Document B, Part B5 'Access and facilities for the Fire Service'.
United Utilities	No comments received
Cadent Gas	No comments received

Dynamo Cycle Campaign	No comments received
Chamber of Commerce	No comments received

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:

- Siting, scale, design and landscape impacts
- Highway Impacts
- Drainage

5.2 **Scale, design and landscape impacts** NPPF: paragraphs 126-134 (Achieving well designed place), paragraphs 174 and 176 -177 (Valued landscapes and AONBs); Policies and Land Allocations (SPLA) DPD: SP8 (Protecting the Natural Environment) EN2 (Areas of Outstanding Natural Beauty), EN3 (The Open Countryside) ; Development Management (DM) DPD policies DM29 (Key Design Principles), DM46 (Development and Landscape Impact).

5.2.1 This is a reserved matters application following the grant of outline permission for up to 8,400 square metres of employment space. The application proposes the erection of four large industrial buildings, and their associated service yards and car parking, arranged roughly in a line across the site, southwest to northeast. Three of these would be orientated width ways to the M6, with the largest (measuring 82 metres by 35.5 metres) positioned lengthways to the M6. Unit D, which is the one closest to the roundabout, has been re-orientated during the course of the application as it originally extended very close to the northeast boundary and it was considered that it could appear very prominent and dominating when viewed from the roundabout. The outline permission restricts the eaves height of the buildings to no higher than 10 metres, and all the buildings are below this, with the highest ridge height has been proposed at 11.2 metres. The highest building is the one closest to the southwest boundary and would have a similar finished floor level to the adjacent car showroom building, making its ridge 4.35 metres higher.

5.2.2 The landform is quite distinctive and the site straddles two landscape character areas identified as Low Coastal Drumlins (Warton/Borwick 12b) and Drumlin Field (Dock, Kellet and Lancaster 13c). The site is currently agricultural and the development will significantly alter this character and appearance. However, the principle of the development has already been established through the granting of the outline application. The committee report in relation to this acknowledged that there would be a landscape impact associated with the development, and this would harm the character and appearance of the area and the proposal would lead to an urbanisation of the site with the built development being of a notable scale and bulk.

5.2.3 As set out above, the proposal is within the parameters of the height considered at the outline stage, although the floor levels to the southwest of the site are higher than was set out within an indicative section plan, increasing the height of the building closest to the car showroom. However, there is proposed to be quite a significant variation in height between the proposed buildings, and also a significant gap between units C and D which will help break up the overall mass of the buildings. Concern was raised during the course of the application in relation to the overall design of the buildings. This is quite a prominent site with key public viewpoints, although relatively localised, and it was considered that a higher quality approach to the design should be pursued. It was suggested that a more modern approach be taken and the elevations be broken up, with some of the more horizontal emphasis removed in addition to the shallow pitched roofs.

5.2.4 Following discussions with the agent and applicant, amended plans were submitted. It was advised that a flat roof design could not be used due to requirements for drainage and the overall design of the buildings are heavily limited by the nature of the use, which will be mostly storage and distribution. However, the amendments have provided some variation in the cladding, with different shades of grey and utilise different types of cladding in order to break up the overall bulk and massing of the buildings and provide some more interest. The elevation that faces the site entrance

has also been improved to provide greater interest and the colour is generally darker with the elements of white cladding removed.

- 5.2.5 Three of the service yards are proposed to be located to the northwest side of the buildings with the one for the largest building located to the south-east. This will limit the impact of vehicles within the land in views from the M6. The other adjacent road is located at a higher level than the proposed floor levels of the buildings and additional landscaping is proposed between this and the buildings which should screen the external areas and help break up the views of the buildings. A landscaping scheme has been submitted with the application, however the orientation of one of the buildings has changed which will affect this. In addition, there is more detail now known in relation to levels and there is the potential that retaining features now may conflict with some of the landscaping. The gap between the buildings and the M6 is relatively narrow which will limit the landscaping that can be implemented and is also at a lower level which will affect the effectiveness of such screening. However, this is partly due to the nature of the site and, as set out above, the proposed development approved by the outline application would significantly alter the appearance of the site. The landscaping to the southeast is likely to be more effective.
- 5.2.6 Overall, whilst the development will be quite prominent, this is likely to be from relatively localised views and the development will be seen in the context of the car showroom building, the M6 and the industrial development to the east. Given this context and the distance, it is not considered that it will have a significant impact in views from the Arnside and Silverdale AONB and have a detrimental impact on its setting. Improvements have been made to the design to provide more interest and break up the massing, although it will still have the appearance of relatively standard industrial buildings which is difficult to avoid. In the context of the principle of the development that has approval it is considered that the scale, massing and design of the development is appropriate and will not have a detrimental impact on the character and appearance of the area, in line with national and local planning policy, in particular policy DM29 in relation to design.
- 5.3 **Highway Impacts** ((NPPF paragraphs 104-109 (Promoting Sustainable Transport); Development Management (DM) DPD policies DM29 (Key Design Principles), DM60 (Enhancing Accessibility and Transport Linkages), DM62 (Vehicle Parking Provision)).
- 5.3.1 The access to the site was approved by the outline application, but also by the earlier application in relation to the car showroom. As such the highway impact have been previously considered and therefore additional conditions requested by the Local Highway Authority cannot be included on the permission as they do not relate to the proposed reserved matters. National Highways have advised that the potential impact from cars entering the site from the M6 needs to be investigated, with potential for the installation of a barrier and have requested a condition. They have also advised that it needs to be ensured that vehicles from the site cannot enter the M6. There are likely to be two fences between the service areas and the M6, however the details can be covered by a condition. National Highways have advised that a wire mesh fence, similar to that at the car showroom site, would be acceptable adjacent to the M6 rather than the close boarded fence set out in their formal response.
- 5.3.2 As set out above, the layout includes in a shared access road and parking and turning facilities for large vehicles and cars. This is considered to be sufficient to serve the development. It is concerned that the application will not have a detrimental impact on highway safety.
- 5.4 **Drainage** NPPF paragraph 167 (sustainable drainage); Development Management (DM) DPD policies DM29 (Key Design Principles), DM35 (Surface Water Run-off and Sustainable Drainage)
- 5.4.1 Drainage is not a reserved matter, and is covered by conditions on the outline permission. However, it needs to be ensured that it can be accommodated within the layout. A drainage scheme was provided following the amendments to the layout and design of the buildings. The Lead Local Flood Authority has been consulted and the response will be reported at the Committee meeting. However, based on what was considered at the outline stage, it does appear that an adequate scheme can be accommodated within the proposed layout.

6.0 Conclusion and Planning Balance

6.1 The development will alter the overall character and appearance of the site, however the principle of this has already been established through the granting of the outline permission. Whilst the development will be quite prominent, this impact will be quite localised and oval it is considered that the improvements that have been made to the design provide more interest and break up the bulk and massing of the buildings. The proposed landscaping, which can be secured by condition, will also do this, in addition to the spacing of buildings and level changes within the development. In the context of the principle of the development that has approval it is considered that the scale, massing and design of the development is appropriate and will not have a detrimental impact on the character and appearance of the area, in line with national and local planning policy. It is also considered that the proposal will provide adequate parking and turning and that drainage can be adequately accommodated within the layout.

Recommendation

That Reserved Matters Consent BE GRANTED subject to the following conditions:

Condition no.	Description	Type
1	Standard reserved matters timescale	Control
2	In accordance with approved plans	Control
3	Fencing to M6, including during construction	Pre-commencement
4	Measures to prevent vehicle access between site and M6	Pre-commencement
5	Surfacing materials, boundary treatments, retaining features and CCTV	Above slab level
6	Landscaping scheme including maintenance	Above slab level

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

In accordance with the above legislation, 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 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