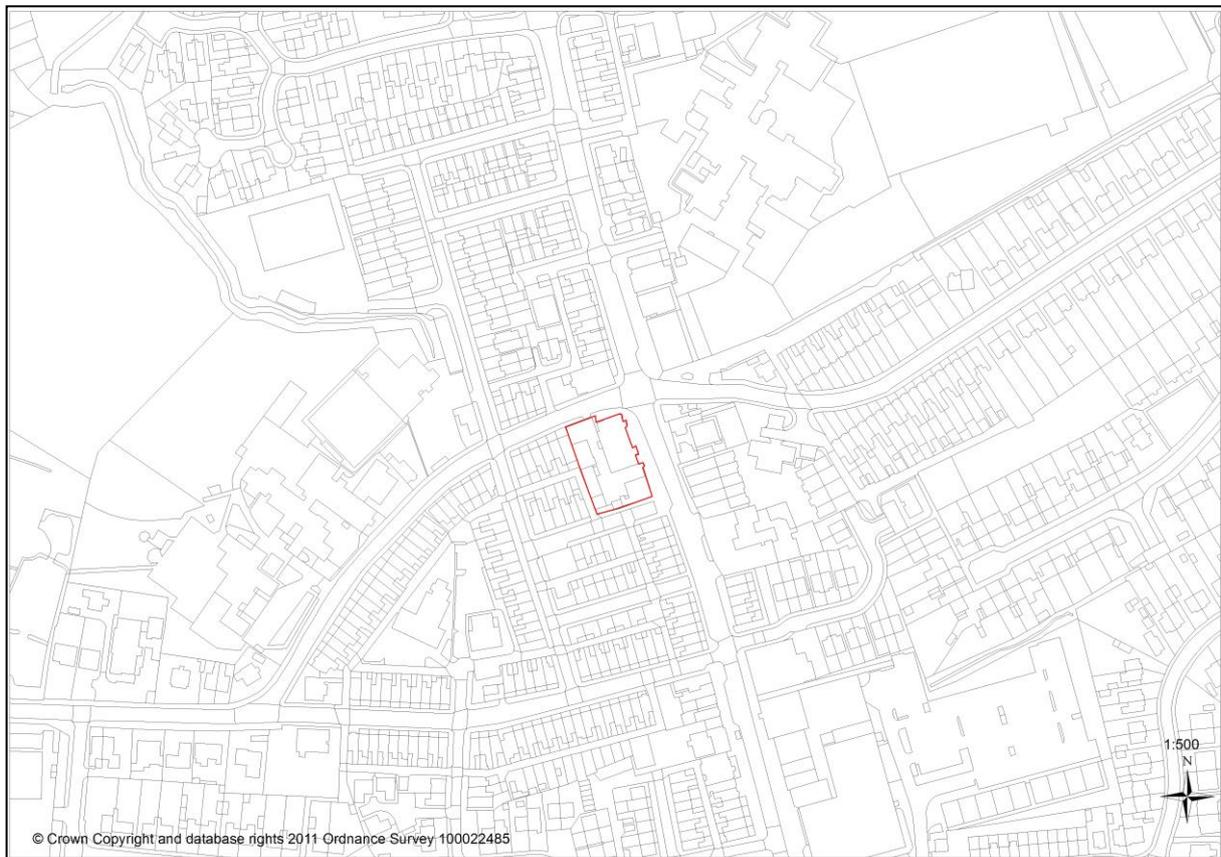


Application Number	07/2019/0402/FUL
Address	Pearson House Station Road Bamber Bridge
Applicant	Mr P Patel South Ribble Borough Council
Agent	Mr Lee McGregor LMC Architecture 4 Dovedale Drive Ightenhill Burnley BB12 8XD
Development	Conversion of existing vacant building to form 9 no. flats with office area at ground floor.
Officer Recommendation	Approval with Conditions
Date application valid	7.10.19
Target Determination Date	2.12.19
Extension of Time	None



1. Introduction

1.1. This application has been submitted by the Councils Strategic Housing Team.

2. Report Summary

2.1. The application refers to a three storey, commercial property with outbuildings located at the corner of Brownedge and Station Roads, Bamber Bridge. A small private car park is present to the rear.

2.2. Permission was granted in July 2019 for conversion to 8 no: flats and an office following demolition of outbuildings, and formation of a car park. This proposal seeks to amend the scheme to provide 9 no: flats (no office) and external alteration only. Other than work to upgrade, the outside of the building will remain the same. As approved, the car park would be reconfigured to accommodate 14 off road parking spaces – currently there is ad-hoc parking for possibly 6 cars. This proposal complies with adopted parking standards and LCC Highways have not objected.

2.3. Other comments raised by statutory consultees have been dealt with either by amendments to the scheme or by condition

2.4. In response to publicity two objections have been received; both which refer to highways issues, and lack of parking on adjacent streets such as John Street at the rear. Whilst the landowner has been happy for neighbours to use Pearson House parking spaces after hours, this was an informal arrangement. The site is a private facility and there is no permission in place for anyone other than occupants of the building to use the car park.

2.5. In policy and spatial separation terms the proposal is considered compliant, and having regard to the comments of statutory bodies and the above commentary, it is recommended that the application should be **approved subject to the imposition of conditions**

3. Application Site and Surrounding Area

3.1. The application refers to a three storey (two with inaccessible basement), vacant commercial building located at the corner of Brownedge and Station Roads, Bamber Bridge.

3.2. To the rear are a number of smaller, single storey buildings surrounding a car park accessed off Brownedge Road. Stepped and ramped access is possible from the front of the building (facing Station Road) whilst stepped access is available from the rear car park.

3.3. Abutting the southern site boundary is the former Fire Station – now commercial; pedestrian/vehicular access separates this building from Pearson House. Facing north across Brownedge Road is the Wither Arms public house, and across Station Road are the library and a hot food takeaway. To the west of detached outbuildings are no's 1 Brownedge Road and 2 John Street (residential).

3.4. The site is designated by Policy B1 (Existing Built up Area) of the South Ribble Local Plan, and sits just outside of Bamber Bridge District Centre.

4. Site Context / Planning History

4.1. There are six planning applications on the history of this site.

- 07/1976/0839 – Job Centre approved 1976
- 07/1981/0787 - Change of use of part of former Council Offices to Health Club. Approved December 1981
- 07/1991/0203 - DOE Circular 18/84 consultation use of vacant first floor gymnasium as government offices. No objections raised May 1991
- 07/1991/0664 - Two internally illuminated fascia signs. No objections raised October 1991
- 07/1991/0889 - Notice of Intended Crown Development - Alterations to Job Centre. No objections raised October 1991
- 07/2019/3551/FUL – Conversion of existing vacant building to form 8 no: flats with office area at ground floor. Approved July 2019

5. Proposal

5.1. The application proposes conversion of Pearson House to 9 no: flats and reconfiguration of car parking space following demolition of 3 no: outbuildings.

5.2. At ground floor would be 2 x 2 bedroomed and 2 x 1 bedroomed flats. Five one bedroomed flats are also proposed to the first floor. Access into the basement is currently limited, but proposals include tanking and waterproofing of this space with any excess moisture to be pumped into the existing drainage system as required.

5.3. Three outbuildings would be demolished to provide for 14 parking bays, of which 3 would be for mobility use, and a bin store facility. Conditions to require marking out of bays and to prevent waste from being stored on the pavement are recommended should approval be granted.

5.4. Internally the building would be reconfigured, but external changes to the building would be minimal; namely

- Obscure glazing to side facing windows as appropriate
- New windows formed on the first floor, northern and western sides

6. Summary of Supporting Documents

6.1. The application is accompanied by the following:

- Acoustic Report (Nova Acoustics: 3101SH 15.2.19)
- Affordable Housing Statement (25.3.19)
- Air Quality Assessment (GEM AQ1541: March 2019)
- Bat Scoping Survey (Batworker.com: 27.12.18)
- Flood Risk Assessment (Peak Associates: QA19/004: Jan & June 2019)
- Supporting Statement (LMC Architecture)

Proposal Drawings

- Location/Site Plan (1820-LP02: LMC Architecture)
- Existing Ground Floor Plan (1820-PL01A: LMC Architecture)
- Existing First Floor Plan (1820-PL02: LMC Architecture)
- Existing Basement Floor Plan (1820-PL03: LMC Architecture)
- Proposed Ground Floor Plan (1820-PL10D: LMC Architecture)
- Proposed First Floor Plan (1820-PL11B: LMC Architecture)
- Proposed Basement Plan (1820-PL12: LMC Architecture)

7. Representations

7.1. Summary of Publicity

7.1.1. A site notice has been posted, and 31 neighbouring properties consulted. Two letters of objection have been received whose comments are summarised as:

- Flats will make parking on adjacent side streets e.g. John Street more difficult
- Loss of privacy and disturbance to neighbouring properties
- Bad use of space – prefer to retain as offices
- Unnecessary development
- Lack of area infrastructure (doctors etc.)
- Potential for anti-social behaviour

8. Summary of Responses

8.1. Environment Agency have no objection subject to flood mitigation measures in line with the applicants Flood Risk Assessment

8.2. Lancashire County Council Highways have no objection and are of the opinion that proposals would have a negligible impact on highways safety and capacity. Access from Station Road and Browndge Lane is considered acceptable and off road parking is proposed in line with the Councils adopted standards. In parking terms the building would be self-reliant

8.3. Ecology Consultant has assessed the accompanying ecology survey and subject to an informative note and precautionary condition regarding bats on site the ecologist is satisfied with the approach

8.4. Environmental Health have assessed the applicant's noise impact and air quality reports and subject to a number of previously imposed conditions have no objection. Conditions proposed refer to construction management, electric vehicle charging points, cycle storage, noise, air quality and acoustic measures.

8.5. Strategic Housing confirms that the Central Lancashire SHMA demonstrates a strong demand for one bedroomed, affordable accommodation, with 131 applications recording Bamber Bridge as their first choice, of which 48% require single bedroom housing. The proposal would positively contribute towards the Boroughs housing need in close proximity to Bamber Bridge local centre, in addition to supporting actions identified in the Council's Housing Framework.

9. Material Considerations

9.1. Site Allocation Policy

9.1.1. The site is designated under Policy B1 of the South Ribble Local Plan as Existing Built Up Area which includes a presumption towards re-development of under used sites where proposals do not impact upon the amenity of occupants of the area, highways safety or the areas character.

9.2. Additional Policy Background

Additional policy of marked relevance to this proposal is as follows:

9.2.1. National Planning Policy Framework (2018)

9.2.1.1. Chapter 9 (Promoting sustainable transport) states that developments should be located to allow for opportunities to walk, cycle and use public transport.

9.2.1.1. Chapter 5: Delivering a Sufficient Supply of Homes in line with Governments objective to boost the supply of homes, in a sustainable and appropriate way, and in relevant locations.

9.2.1.2. Chapter 11: Making efficient use of land – *‘Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Policies should set out a clear strategy ... in a way that makes as much use as possible of previously-developed or ‘brownfield’ land’*

9.2.1.3. Chapter 12: Achieving Well Designed Places attaches great importance to the design of the built environment.

9.2.2. Central Lancashire Core Strategy

9.2.2.1. Policy MP states that the Council will take a positive approach reflecting the NPPF presumption in favour of sustainable development, and in accordance with the Local Plan unless material considerations indicate otherwise.

9.2.2.2. Policy 1: Locating Growth aims to concentrate growth and investment on well-located, brownfield sites within key service and urban areas of the Borough.

9.2.2.3. Policy 3: Travel encourages alternative, sustainable travel methods to reduce dependence on motor vehicles.

9.2.2.4. Policies 4 - 5: Housing Delivery & Density provide for, and manage the delivery of new housing, with development densities in keeping with local areas, and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of the area.

9.2.2.5. Policies 6: Housing Quality and 27: Sustainable Resources and New Development both aim to improve the quality of housing by facilitating higher standards of construction, greater accessibility and ensuring that sustainable resources are incorporated into new development.

9.2.2.6. Policy 17: Design of New Buildings requires new development to take account of the character and appearance of the local area.

9.2.2.7. Policy 29: Water Management improves water quality and flood management by appraising, managing and reducing flood risk and drainage in all new development.

9.2.3. South Ribble Local Plan

9.2.3.1. Policy F1: Parking Standards requires all development proposals to provide car parking and servicing space in accordance with parking standards adopted by the Council.

9.2.3.2. Policy G17: Design Criteria for New Development considers design in general terms, and impact of the development upon highways safety, the extended locale and the natural environment.

9.2.3.3. Chapter J: Tackling Climate Change looks to reduce energy use and carbon dioxide emissions in new developments; encouraging the use of renewable energy sources.

9.3. Other Material Considerations

9.3.1. Character and Appearance, and Impact Upon Neighbouring Properties

9.3.1.1. *Character and Appearance* - Other than internal rearrangement, cosmetic upgrade and a number of minor changes to the external appearance Pearson House will remain the same. Occupant parking to the rear would be upgraded and overall the proposal will impact positively upon the character and appearance of the area.

9.3.1.2. *Neighbour Amenity* – The South Ribble Residential Design SPD requires that there should be a minimum of 21m between facing habitable room windows, and no less than 13m from a habitable room window and facing gable or blank wall.

9.3.1.3. Facing the proposed office wall in the south is 124 Station Road; a commercial unit whose office windows would face habitable room windows at both ground and first floor. Windows on this elevation would be either shower rooms or obscurely glazed secondary windows; primary clear glazed windows facing to the rear or front. As spatial separation of only 8m is present a condition to require obscure glazing in perpetuity is felt necessary. The proposed 9th bedroom would be located on this side - the remainder of the building remains as previously approved.

9.3.1.4. 15m to the north and across Browndge Road is the Withy Arms public house. Proposed windows to the ground floor which face this property would be obscurely glazed. At first floor proposed bedroom, living and kitchen windows would face the pubs residential accommodation, but this benefits from obscure glazing of its own; again the applicant has agreed to obscure side facing windows which are either shower room or secondary windows. As such and subject to the aforementioned condition any loss of privacy or overlooking to existing or future occupants is considered to be limited.

9.3.1.5. Facing the front elevation at a staggered 20m-22m are 145 Station Road (hot food takeaway) and Bamber Bridge library, and to the rear is the gable wall with landing window of no: 1 Browndge Road at 15m distance. Spatial separation to these properties is acceptable

9.3.2. Highways/Access

9.3.2.1. Highways access, capacity and parking provision have been assessed as acceptable by LCC at Para 8.2.

9.3.2.2. Objection to the scheme has been made by a number of residents who suggest that the proposal would increase parking problems on John Street and would restrict Station Road business parking. Parking on site is more than that required by adopted standards, would be self-contained and would be for the private use of future occupants and Pearson House office tenants. As such parking on John Street should not be affected. Business users and occupants of the surrounding area do not currently have permission to park at Pearson House, and should not expect to use the site regardless of the outcome of this application for their own purposes.

9.3.3. Natural Environment

9.3.3.1. *Site ecology* - A bat scoping report accompanies the application which finds no recorded evidence of bats or bat roosts within the building which is also considered to be of negligible potential for roosting. As such secondary survey is not required

9.3.3.2. Flood Risk – The site and its wider surroundings sit within Flood Zones 2 and 3 (most vulnerable to flooding), and as more vulnerable accommodation is to be introduced at ground floor a Flood Risk Assessment was required. A number of mitigating measures are proposed by the assessor, which once undertaken would allow for the ‘*sustainable and safe redevelopment of a vacant site*’ (Para 6). A condition to require mitigation in line with the report before first occupation is recommended

9.3.4. Developer Contributions

9.3.4.1. Local Plan Policy A1 (Developer Contributions) requires that new developments contribute towards mitigation against impact on infrastructure, services and the environment. Contributions would usually be secured where appropriate through planning obligations (Section 106 agreement) and/or Community Infrastructure Levy. CIL is not payable on apartments, and although the applicant has supplied an Affordable Housing Statement the affordable housing threshold in urban areas is for any site of 15 or more dwellings.

10. Conclusion

10.1. In policy and spatial separation terms the proposal is considered compliant, and having regard to the comments of statutory bodies and the above commentary, it is recommended that the application should be **approved subject to the imposition of conditions**

RECOMMENDATION:

Approval with Conditions.

RECOMMENDED CONDITIONS:

1. The development hereby permitted must be begun not later than the expiration of three years beginning with the date of this permission.
REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
2. The development hereby permitted shall be carried out in accordance with the following approved plans and suite of documents:
 - o Acoustic Report (Nova Acoustics: 3101SH 15.2.19)
 - o Affordable Housing Statement (25.3.19)
 - o Air Quality Assessment (GEM AQ1541: March 2019)
 - o Bat Scoping Survey (Batworker.com: 27.12.18)
 - o Flood Risk Assessment (Peak Associates: QA19/004: Jan & June 2019)
 - o Supporting Statement (LMC Architecture)

Proposal Drawings

- Location/Site Plan (1820-LP02: LMC Architecture)
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- Existing First Floor Plan (1820-PL02: LMC Architecture)
- Existing Basement Floor Plan (1820-PL03: LMC Architecture)
- Proposed Ground Floor Plan (1820-PL10D: LMC Architecture)
- Proposed First Floor Plan (1820-PL11B: LMC Architecture)
- Proposed Basement Plan (1820-PL12: LMC Architecture)

REASON: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with Policy 17 of the Central Lancashire Core Strategy and Local Plan 2012-2026 Policy G17

3. Prior to first occupation of the building hereby approved details of a Positive Input Ventilation and Filtration system (PIV) shall be submitted to and approved in writing by the local planning authority. The PIV shall be installed to the property to serve all residential use and shall be fitted with a suitable filtration system to remove any harmful pollutants (Particulate matter and Nitrogen Dioxide) from the incoming airstream. The inlet for the system shall be located to the rear of the property within the attic space. The PIV system once approved shall be installed prior to the first occupation of the residential units and thereafter shall be maintained and retained.
Reason: To safeguard amenities and living conditions of any future and existing residents particularly with regards to odour, noise and insects in accordance with Policy 30 of the Central Lancashire Core Strategy and Chapter J of the South Ribble Local Plan
4. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
 - a) parking of vehicles of site operatives and visitors
 - b) loading and unloading of plant and materials
 - c) storage of plant and materials used in constructing the development
 - d) measures to control the emission of dust and dirt during construction
 - e) measures to control the emission of noise during construction
 - f) anticipated delivery timesREASON: To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties in accordance with Policy 17 of the Central Lancashire Core Strategy and Local Plan 2012-2026 Policy G17
5. Should the development not have commenced within 24 months of the date of this permission, a re-survey be carried out to establish whether bats or other protected species are present at the site shall be undertaken by a suitably qualified person or organisation. In the event of the survey confirming the presence of such species details of measures, including timing, for the protection or relocation of the species shall be submitted to and agreed in writing by the Local Planning Authority and the agreed measures implemented.
REASON: To ensure the protection of schedule species protected by the Wildlife and Countryside Act 1981 and so as to ensure work is carried out in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026
6. Prior to first occupation of the building hereby approved, mitigation in line with approved Flood Risk Assessment (Peak Associates QA19/004: Jan 2019) shall be undertaken. This shall be maintained and retained thereafter unless with the written agreement of the Local Planning Authority.
REASON: To improve water management and reduce the risk of flooding in accordance with Policy 29 in the Central Lancashire Core Strategy
7. If the presence of bats or other protected species is detected or suspected on the development site at any stage before or during development or site preparation, works must not continue until Natural England has been contacted regarding the need for a licence.
REASON: To ensure that adequate provision is made for these protected species in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026
8. Windows to be fitted in the first and ground floor side elevations noted on approved plans 1820-PL10D and PL11B (LMC) as obscurely glazed shall be fitted with

obscured glazing prior to first occupation of the first flat hereby approved, and shall be retained at all times thereafter.

REASON: To prevent undue overlooking and loss of privacy to existing and future residents in the interests of the residential amenity of the occupiers of that property as required by Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

9. Prior to first occupation of the development hereby approved, the associated parking spaces identified on approved plan 1820-LP02 (LMC) shall be drained and surfaced with a material to be agreed by the Local Planning Authority. This area shall be retained at all times thereafter and shall not be used for any purpose other than the parking of vehicles.

REASON: To ensure the provision and retention of adequate on-site parking in the interests of residential amenity and highway safety as required by Policy F1 and Policy G17 in the South Ribble Local Plan 2012-2026

10. Prior to first occupation of the development hereby approved the 2 no: communal Electric Vehicle Recharge points, including adequate charging infrastructure, bin store and cycle spaces identified on approved plan 1820-LP02 (LMC) shall be provided. These facilities shall be maintained and retained thereafter.

REASON: To enable and encourage the use of alternative fuel use for transport purposes in accordance with Policy 3 of the Central Lancashire Core Strategy

11. Refuse, recycling and waste materials shall only be stored in the waste storage area to the rear of the property (as per approved plan 1820-LP02: LMC). Materials shall not be stored on the public highway or pavement adjacent to the public highway unless on the day of collection by an appropriate body. Immediately following collection, waste containers/bins shall be moved back to the recessed area. The approved area shall be retained thereafter for waste storage and for no other purpose unless otherwise agreed in writing with the Local Planning Authority.

REASON: To safeguard the character and visual appearance of the area and to safeguard the living conditions of any nearby residents particularly with regard to odours and/or disturbance in accordance with Policy G17 in the South Ribble Local Plan and Paragraph B14.3 of the Residential Extensions Design SPD

12. All acoustic mitigation measures identified in Acoustic Report (Nova Acoustics: 3101SH 15.2.19) shall be installed prior to first occupation of the property

REASON: to safeguard the amenity and living conditions of nearby residents particularly with regards to odour and noise in accordance with Policy 17 of the Central Lancashire Core Strategy.

13. No machinery shall be operated, no process carried out and no deliveries taken at or dispatched from the site during construction, demolition or clearance of the site outside the following times:

0800 hrs to 1800 hrs Monday to Friday

0800 hrs to 1300 hrs Saturday

No activities shall take place on Sundays, Bank or Public Holidays.

REASON: To safeguard the living conditions of nearby residents particularly with regard to the effects of noise in accordance with Policy 17 in the Central Lancashire Core Strategy

RELEVANT POLICY

NPPF National Planning Policy Framework

Central Lancashire Core Strategy

- 1 Locating Growth
- 3 Travel
- 4 Housing Delivery
- 5 Housing Density
- 6 Housing Quality
- 17 Design of New Buildings
- 27 Sustainable Resources and New Developments
- 29 Water Management

South Ribble Local Plan

- F1 Car Parking
 - G17 Design Criteria for New Development
- Residential Extensions Supplementary Planning Document

Note:

Other application Informative

1. Attention is drawn to the condition(s) attached to this planning permission. In order to discharge these conditions an Application for Approval of Details Reserved by Condition form must be submitted, together with details required by each condition imposed. The fee for such an application is £116. The forms can be found on South Ribble Borough Council's website www.southribble.gov.uk
2. The applicant is advised that under the terms of the Wildlife and Countryside Act 1981, and Countryside and Rights of Way Act 2000, it is an offence to disturb nesting birds, roosting birds or other protected species. The work hereby granted does not override the statutory protection afforded to these species and you are advised to seek expert advice if you suspect that any aspect of the development would disturb any protected species
3. The applicant is advised to refer to the National Planning Policy Framework practice guidance with reference to flood warning and emergency response.