

Application Number 07/2022/00331/FUL

Address 6 Sherdley Road
Lostock Hall

Applicant North West Ambulance Service

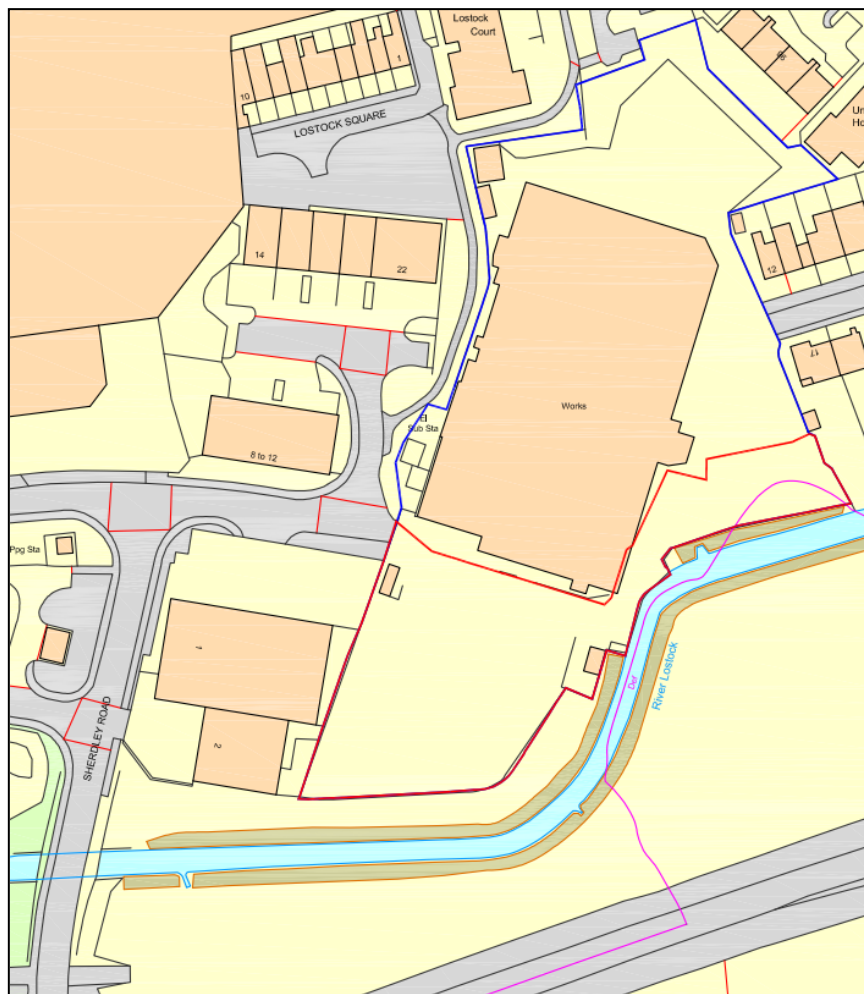
Agent Mr Daniel Hughes
PWA Planning
2 Lockside Office Park
Lockside Road
Preston

Development Temporary (three years) siting of a modular building to be utilised by the North West Ambulance Service alongside a vehicle wash and parking

Officer Recommendation **Approval with Conditions**

Officer **Debbie Roberts**

Date application valid 28.04.2022
Target Determination Date 23.06.2022
Extension of Time 01.08.2022



1. Introduction

1.1 This application is brought to committee at the request of a neighbouring ward member

2. Report Summary

2.1. In response to publicity, representation has not been made. Comments raised by statutory consultees have been dealt with either by amendments to the scheme or by condition

2.2. 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 an area of unused hardstanding to the south of 6 Sherdley Road; an employment unit formerly used by Lunar Caravans for caravan production and storage.

3.2. Along the eastern and southern edges of the site is the River Lostock which sits at a much lower land level and is secured in the east by a boundary wall and verge embankment. The wall continues along the southern side where mature trees and a tract of Green Belt land screen the main road (Farington Road) and adjacent units. There are residential properties along the northern edge, but these are screened by the main building which is outside of the 'red edge' and shown as being retained.

3.3. The western side is secured by lockable access gates and metal fencing. Outside these gates is a small but busy employment area accessed off Sherdley Road; also, the only access into this site.

3.4. The site is designated under Policy E2 (Protection of Employment Areas) of the South Ribble Local Plan.

4. Site Context / Planning History

4.1. There is a long history on this site, but most relates to the former Lunar Caravans (B1/B2/B8 class) use. The only permissions which relate to this piece of land are:

- 07/1987/0072 – extension to production area, hardstanding and new car park. Approved March 1987
- 07/1987/03936 – extension to production building, relocation of parking, 2m brick wall. Approved July 1987

5. Proposal

5.1. The application proposes installation of a temporary, detached modular building (three years) to be used by the North-West Ambulance Service (NWAS), new parking areas for service and staff vehicles, as well as a vehicle washing facility. NWAS currently operate from a site in Preston but this lease soon expires, and it is critical that they find alternative accommodation.

5.2. It is envisaged that there would be 37 staff members employed at the site working in shift patterns, comprising 25 operational staff, 8 managerial staff, 2 admin staff and 2 duty Senior Paramedic Team leaders. The facility if approved would be used on a 24hr basis.

5.3. *Building* – The proposed Portakabin type building would be 36m long x 12m deep x 2.5m high, with stepped access along the western side. It would be located to the south of the existing building and would include equipment stores, rest and changing rooms, office and meeting rooms. The proposed building would cover 445m² floor area,

5.4. *Car Park* – to the south of the proposed building would be realigned car parking. This would comprise hardstanding for deliveries and 11 passenger emergency vehicle bays with charging gantries on the western side. 4 rapid response vehicle bays and 7 operational vehicle bays would sit to the sites centre, and around the southern edge of the building and boundary would be 24 additional spaces. Two accessible parking bays and covered cycle storage would also be provided adjacent to the building. To the north-east corner would be 24 more spaces in addition to one mass casualty vehicle space. 24hr emergency access would be from an automated gate into the western side off Sherdley Road.

5.5. *Vehicle Wash* – Along the western side of the site would be a bin store (7.4m x 3.3m), steel storage for a tyre compressor and Adblue dispenser (2.5m x 3m x 3m high), steel medical gas store (1.5m x 1.1m x 700mm high) and vehicle wash off area with drainage.

6. Summary of Supporting Documents

6.1. The application is accompanied by the suite of documents noted in condition 2

7. Representations

7.1. Summary of Publicity

7.1.1.A site notice has been posted, and 32 neighbouring properties consulted on two separate occasions. Ward Councillors Hughes, Mort and Trafford have also been notified

7.2. Letters of Objection or Support

7.2.1. None received

8. Summary of Responses

8.1. **Environment Agency** – Plans provided show that no works would take place within 8m of a river, and that the development area is less than 1ha. Moreover, no works would take place within Flood Zones 2 or 3 and therefore a Flood Risk Assessment is not required. The site is also very elevated from the riverbank and protected by a high wall. The Environment Agency have not responded but only do so when they have comments to make, and on the face of the proposal and the sites previous history, Officers are confident that there would not be flood risk issues

8.2. **Lancashire County Council Highways** - A transport assessment has been provided in relation to existing access and egress arrangements, proposed parking provision and the likely trips generated by the proposal. The report concludes that the site can readily accommodate the development without resulting in adverse harm to the local highway network. The applicant was advised in pre-application discussion to seek the opinion of LCC in advance of any planning application submission.

LCC had some initial concerns but note from the Technical Note (O1: Eddisons) that NWAS have fully considered the operation site for emergency response and carried out risk assessments prior to acquiring the site; LCC therefore have no operational concerns.

In terms of a risk assessment, NWAS have confirmed the following;

“As part of the internal business case which was prepared for the Trust Board prior to the acquisition of the Sherdley Road site, the suitability of the location for operational response was of course scrutinised. The site was accepted as a suitable location from which to deploy emergency and non-emergency ambulance services.”

The Technical Note submission include the applicant’s proposal to offer to fund the provision of additional bollards at the corners of Sherdley Road and Lostock View to prevent parking in these locations and keep the footway clear. This would be acceptable, but this should be subject to legal agreement with LCC.

The Highway Authority has highlighted concerns regarding emergency access from the site in terms of Sherdley Road and junction with Farrington Road and wider A582. In these circumstances with the risk assessment undertaken by the NWAS regarding emergency vehicles, all risks are with the NWAS. Further, LCC accept that given that this a temporary application, and the NWAS has long-term proposals for the site, operation of the local highway network can be reviewed during the 3-year temporary period and any issues can be addressed as part of the permanent planning application for the site.

On this basis there are no objections subject to conditions relating to highway works, parking, cycle storage and charging point provision

8.3. South Ribble Economic Development - The site is question is currently vacant land, which was previously used for caravan storage. Bringing this site into use for a modular building, vehicle wash and parking for the North West Ambulance Service would be a welcome development because it would bring employment back to the site. The application indicates that it would deliver 24 full time jobs (*statement suggests 37 staff*). The development size (445 square metres) is below the threshold to require an Employment and Skills Plan. However, the Investment and Skills Team would be happy to support any recruitment and training needs the North West Ambulance Service has.

8.4. South Ribble Environmental Health has no comments, but standard conditions relating to construction management would be imposed

8.5. United Utilities request that conditions relating to sustainable drainage and drainage management are added to any permission granted. They also include informative notes which would form part of any approval

8.6. Lead Local Flood Authority have no comments to make as the scheme is a minor application.

8.7. Ecology – GMEU–have no specific comments to make on this application. It is recommended that appropriate advice is sought regarding vehicle wash run-off, and a precautionary condition with regards to protected species and nesting birds would be added to any approval granted.

9. Material Considerations

9.1. Relevant Policy

9.1.1. *Employment Use Policy / Site Allocation* – The site sits within a wider tract of land designated as Site 19 by Local Plan Policy E2 (Protection of employment areas). Land in such areas is protected for employment uses including business, general industrial or storage and distribution, but in line with Core Strategy Policies 9 and 10 does include set criteria for the change of use to protected employment land if it was deemed appropriate. Proposals however should support the local economy by ensuring there are jobs for both local people and to attract commuters from outside the borough. Core Strategy Policy 10

(Controlling the Re-use of Employment Premises) states that proposals for the redevelopment of employment sites for uses other than traditional employment uses will be accepted where there would not be an unacceptable reduction on the type, quality or quantity of employment land supply. The need for the proposed use, the location of the site and its relationship to other uses as well as the relative suitability of the site for the alternative use will also be considered.

9.1.2. *Design Policy* – Both Core Strategy Policy 17 and Local Plan Policy G17 seek to ensure that the proposal respects the character and appearance of the area, does not impact visually or spatially on its surroundings, or on the amenity of neighbouring residents, and does not affect highways or pedestrian safety. Local Plan Policy F1 seeks to ensure appropriate levels of parking space

9.1.3. *Other relevant policies* - Core Strategy Policy 22 Biodiversity and Geodiversity and Local Plan policy G16 both seek to conserve, protect and promote opportunities to enhance biological assets of the area

9.1.4. Core Strategy Policy 23 (Health) and Local Plan Chapter H (Promoting Health, Wellbeing, Education and Other Community Services and Facilities note that health and wellbeing is one of the Core Strategy's main cross cutting themes as many aspects of planning policy contribute to achieving and maintaining better health. The Core Strategy sets out a number of proposals to promote health and wellbeing including the provision and protection of health care and community facilities. The Local Plan will achieve this by ensuring that future development delivers new facilities and services, with particular attention being given to improving access to and addressing spatial disparities in service and community facility provision, especially in areas which have the greatest need. Under the Core Strategy, sites for new health facilities will be identified in the borough where required. The NHS is responsible for the provision of health care facilities in the borough, and where the NHS identify a need for a new facility, then this document can assist

9.2. Principle of Development

9.2.1. The site is a designated employment site where proposals for redevelopment other than traditional employment uses will be accepted where there would not be an unacceptable reduction in the type, quality or quantity of employment land supply. The need for the proposed use, the location of the site and its relationship to other uses as well as the relative suitability of the site for the alternative use will also be considered.

9.2.2. The proposal is not a typical 'B' class employment use, but it has to be acknowledged that there would be significant employment from use of the site which has been empty for some time and is starting to deteriorate. Redevelopment of this part of the Industrial Estate would in no way jeopardise the Council's ability to cater for business need, insofar as the proposals, in their current state, do not result in the loss of employment floorspace. Moreover, subject to a number of highway related conditions the location of the site is considered suitable for the proposed use as it is located within a readily accessible location. Whilst the former caravan storage/distribution use saw traffic movements to and from the site on a regular basis, and the proposal is unlikely to differ in that respect, as a 24hr facility movement potentially would be more staggered. The single storey building itself would not be out of keeping in such a well screened, secluded location.

9.2.3. NWAS not only has a proven need for such a facility following loss of its long-term premises, but an industrial setting would seem more appropriate for such a use which would be badly placed if located in a town centre or more residential location. Moreover, there are obvious significant advantages to public health, and the structure would support a vital public service depended on by all.

9.3. Relationship with Neighbouring Properties

9.3.1. The site is located within an established industrial estate and there are no dwellings immediately abutting the site 'red edge', although there are some beyond adjacent site buildings which would be retained. The nearest residential properties are located on Watkin Lane (north) but are a sufficient distance away from the development site as to not be impacted. These properties are in fact closer to the commercial units immediately to the rear than to the application site. The furthestmost section of the rear gardens of 17 Lords Avenue would also sit alongside a narrow site section proposed, but also currently available for car parking.

9.3.2. Activity generated by the proposed use during the day would be indistinguishable from the comings and goings already generated by existing businesses located within the wider industrial estate. There are concerns that emergency lights and sirens would disturb nearby residents, but the applicant has given assurances that lights and sirens may only be operated once vehicles are on the adopted highway. In this respect the only additional amenity loss would be during the night, but the former Lunar Caravans facility which had 24hr industrial use and could be taken up by another industrial business without planning permission must be given considerable weight in the planning balance. When taking that into account, loss of amenity to the occupants of nearby residential units is considered to be no worse than currently exists.

10. Conclusion

10.1. Subject to the conditions noted below, the proposal accords well to the relevant policies of the South Ribble Local Plan, Central Lancashire Core Strategy and National Planning Policy Framework and is **recommended for approval 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 submitted approved plans
 - o Existing site plan 7045/L01 (FWP)
 - o Location Plan 7045/L00 (FWP)
 - o Planning statement April 2022
 - o Elevations 7045/L04 (FWP)
 - o Floor plan 7045/L02 (FWP)
 - o Ext arrangement details 7045/L002 and L001 (FWP)
 - o Transport statement April 2022 Eddisons and Technical Note O1REASON: For the avoidance of doubt and to ensure a satisfactory standard of development
3. 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

4. The use hereby permitted shall be discontinued, buildings hereby removed and the land restored to its former condition on or before three years from the date of this permission unless otherwise agreed in writing with the Local Planning Authority
REASON: To enable the Local Planning Authority to retain control over the use of the land.
5. If the presence of bats or any other protected species is detected or suspected on the development site at any stage before or during development or site preparation, works must cease and advice sought from a suitably qualified ecologist.
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
6. Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage schemes must include:
 - (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water in accordance with BRE365;
 - (ii) A restricted rate of discharge of surface water agreed with the local planning authority
(if it is agreed that infiltration is discounted by the investigations);
 - (iii) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;
 - (iv) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable; and
 - (v) Foul and surface water shall drain on separate systems.The approved schemes shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.
REASON: In order to satisfy the Local Planning Authority that the final details of proposed surface water drainage are acceptable before work commences on site, for the avoidance of doubt and to protect the living conditions of future occupants of the site in accordance with Policy 29 in the Central Lancashire Core Strategy
7. Prior to occupation of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:
 - a. Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management company; and
 - b. Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime. The development shall subsequently be completed, maintained and managed in accordance with the approved plan.

Reason: To ensure that management arrangements are in place for the sustainable drainage system in order to manage the risk of flooding and pollution during the lifetime of the development in accordance with Policy 29 in the Central Lancashire Core Strategy

8. Prior to the commencement of the development hereby approved, a scheme for the construction of the highway works shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be constructed and completed in accordance with the approved details prior to the first occupation of the development. The highway scheme details to include suitable bollards on Sherdley Road.

Reason: In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway scheme/works are acceptable before work commences on site, and to secure completion of the approved highway works in accordance with Core Strategy Policy 3.

9. No building or use hereby permitted shall be occupied or the use commenced until the car parking and operational/service parking area, and manoeuvring areas have been surfaced and marked out in accordance with the approved plans. The car parking areas shall thereafter be kept free of obstruction and available for the parking of vehicles at all times.

Reason: To allow for the effective use of the parking areas, and to prevent any loss of amenity to neighbouring residents in accordance with Local Plan Policy G17.

10. Prior to the first occupation of the development hereby approved, the electric vehicle charging points identified on approved plans shall be provided. Once installed these shall be retained and maintained thereafter during the lifetime of the development hereby approved.

Reason: To support sustainable transport objectives and to contribute to a reduction in harmful vehicle emissions in accordance with Core Strategy Policy 3.

11. Prior to the first occupation of the development hereby approved, cycle parking storage facilities as identified on approved plans shall be provided and thereafter retained for the duration of the development hereby approved.

Reason: - to promote sustainable transport as a travel option, encourage healthy communities and reduce carbon emissions in accordance with Core Strategy Policy 3

12. That any tree felling, vegetation clearance works, demolition work or other works that may affect nesting birds shall not take place during the nesting season, normally between March and August, unless the absence of nesting birds has been confirmed by further surveys or inspections and written approval has been given from the Local Planning Authority.

REASON: To protect habitats of wildlife in accordance with Policy 22 of the Central Lancashire Core Strategy.

RELEVANT POLICY

NPPF National Planning Policy Framework

Central Lancashire Core Strategy

- 10 Employment Premises and Sites (Core Strategy Policy)
- 17 Design of New Buildings (Core Strategy Policy)
- 22 Biodiversity and Geodiversity (Core Strategy Policy)
- 23 Health (Core Strategy Policy)

South Ribble Local Plan

- B1 Existing Built-Up Areas
- E2 Protection of Employment Areas and Sites
- G16 Biodiversity and Nature Conservation
- G17 Design Criteria for New Development
- F1 Car Parking

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. United Utilities Notes - United Utilities (UU) Property, Assets and Infrastructure.
UU will not allow building over or in close proximity to a water main or public sewer. Public sewers cross the site. UU require an access strip for maintenance or replacement of each sewer. The minimum distances that might be acceptable to United Utilities are detailed within Part H of the Building Regulations however, UU recommend the applicant determines the precise location, size, depth and condition of each pipeline as this is likely to influence the required stand-off

4. Highway Note : The grant of planning permission will require the applicant to enter into an appropriate legal agreement (Section 278), with Lancashire County Council as Highway Authority prior to the start of any development. The applicant should be advised to contact the county council for further information by telephoning the Development Support Section on 0300 123 6780 or email developeras@lancashire.gov.uk, in the first instance to ascertain the details of such an agreement and the information to be provided, quoting the location, district and relevant planning application reference number. Please be aware that the demand to enter into section 278 agreements with Lancashire County Council as the highway authority is extremely high.