

<b>No.2</b>	<b>APPLICATION NO.</b>	2019/0184/FUL
	<b>LOCATION</b>	Station House Red Cat Lane Burscough Ormskirk Lancashire L40 0RA
	<b>PROPOSAL</b>	Conversion of Grade 2 Listed Building from dwelling to offices including new glass roof over existing uncovered courtyard and removal of brick chimney extensions and reinstatement of chimney pots at a lower height. Replacement of damaged windows with like for like and internal alterations.
	<b>APPLICANT</b>	Mr David Travis
	<b>WARD</b>	Burscough West
	<b>PARISH</b>	Burscough
	<b>TARGET DATE</b>	27th May 2019

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## **1.0 REFERAL**

- 1.1 This application was to be determined under the Council's delegation scheme, however, Councillor Dereli has requested that it be referred to Planning Committee to consider the parking provision and impact on highway safety.

## **2.0 SUMMARY**

- 2.1 The proposed conversion of this Grade 2 Listed Building from dwelling to offices including external and internal alterations is acceptable in principle on this Significant Employment Site. The development is considered to preserve the special interest of the Listed Building, which includes its setting in accordance with national and local heritage policies. The proposal would not have a significant impact upon amenity, ecology or the character and appearance of the local area. There is an under provision of car parking facilities within the curtilage of the site. However significant off site provision and the sustainable location of the site in respect of proximity to public transport is considered to mitigate adverse impact on highway capacity and safety. I consider the proposal is acceptable and accords with the principles of Policies IF2/GN3 of the Local Plan. Subject to suitable conditions the proposed development is therefore considered compliant with relevant policies and is therefore recommended for approval.

## **3.0 RECOMMENDATION- APPROVE with conditions**

## **4.0 SITE DESCRIPTION**

- 4.1 The proposal relates to the former Station House which is located on the northern side of the Southport to Manchester railway line. The site is located at the end of a private road (Station Approach) off Red Cat Lane which is situated just north of the village centre of Burscough. The Station House is two storey, built in an Elizabethan style and faced in stone with a slate roof which dates from 1855-60. An enclosed garden area associated with the station lies to the east with a larger area of fenced land to the west. The Station House is a Grade 2 listed building
- 4.2 The Station House closed to the travelling public in 2005 with the building of an Interchange on the opposite side of the track, and was subsequently converted to residential use but has now been vacant from some time.

## **5.0 PROPOSAL**

- 5.1 The application proposes the conversion of the former Station House from a residential dwelling to office accommodation.
- 5.2 The most recent use for the Station House was C3 residential accommodation however the building has been vacant for some time with the submission indicating this has not proved sustainable. The proposal is for a change of use of the building to an office complex (B1) creating a total of 8 offices across the ground and first floors. It is anticipated there would be 23 full time staff employed within the building.
- 5.3 The proposed alterations to the listed building will include new glass roof over an existing uncovered courtyard, removal of brick chimney extensions and reinstatement of chimney pots at a lower height, replacement of damaged windows with like for like and internal alterations.
- 5.4 It is noted that the site edge red has been amended during the course of the application showing the designated car parking provision.

## **6.0 PREVIOUS RELEVANT DECISIONS**

- 6.1 2001/0197. Internal alterations and conversion into a dwelling GRANTED

## **7.0 OBSERVATION OF CONSULTEES**

- 7.1 Merseyside and West Lancashire Bat Group. (10<sup>th</sup> April 2019)

A Preliminary Bat Roost Assessment (PRA) should be undertaken prior to determination of this application in accordance with EN2 of the Local Plan based on the location and condition of the application site. (Report now received)

- 7.2 Merseyside Environmental Advisory Service (4th October 2019)

No objections subject to relevant bat mitigation condition

- 7.3 Network Rail (12<sup>th</sup> April 2019)

The proposal area may be subject to a demarcation agreement to be agreed with Network Rail. All access ways shall remain open. Agreement may be required with Network rail for scaffolding. Mitigation measures regarding existing noise are the responsibility of the developer.

- 7.4 Highways Department. Lancashire County Council. (23<sup>rd</sup> April 2019)

No objection in principle subject to suitable conditions relating to Public Right of Way and provision of relevant disabled parking spaces and cycling provision.

- 7.5 Lancashire Archaeology Service (26<sup>th</sup> April 2019)

No objections raised and no recommendation of conditions to be applied to the consent.

- 7.6 Conservation Area Advisory Panel (3<sup>rd</sup> May 2019)

No objections- fully support the proposal to provide a new commercial use for the building

- 7.7 Environmental Health (16<sup>th</sup> May 2019)

No objections in principle subject to relevant condition relating to electric vehicle charging infrastructure and construction phase informatives

## **8.0 OTHER REPRESENTATIONS**

8.1 None received.

## **9.0 RELEVANT PLANNING POLICIES**

9.1 The National Planning Policy Framework (NPPF), the West Lancashire Local Plan 2012-2027 Development Plan Document and the Burscough Parish Neighbourhood Plan (2017-2027) provide the policy framework against which the development proposals will be assessed.

9.2 **National Planning Policy Framework – (NPPF)**  
Requiring Good Design  
Conserving and Enhancing the Historic Environment

9.3 **P(LBCA) Act 1990**  
Listed Buildings- Section 66 (1)

9.4 **West Lancashire Local Plan (2012-2027) DPD – (Local Plan)**  
GN1 – Settlement Boundaries  
GN3 – Criteria for Sustainable Development  
IF1 – Maintaining Vibrant Town and Local Centres  
IF2 – Enhancing Sustainable Transport Choices  
EN2 – Preserving and Enhancing West Lancashire's Natural Environment  
EN4 – Preserving and Enhancing West Lancashire's Cultural and Heritage Assets

Supplementary Planning Document – (SPD) Design Guide (Jan 2008)

9.5 **Burscough Parish Neighbourhood Plan (2017-2027)**  
is a material consideration in assessment of the application and the following policies are relevant:

BDP1: Design and Accessibility Principles  
BPD2: Detailed Design Elements

## **10.0 OBSERVATIONS OF DIRECTOR OF PLACE AND COMMUNITY**

10.1 The main considerations for this application are

Principle of Development  
Design/ Impact on the Listed Building  
Parking Provision  
Impact on surrounding land uses  
Ecology

### ***Principle of Development***

10.2 The National Planning Policy Framework (NPPF), the West Lancashire Local Plan 2012-2027 Development Plan Document and the Burscough Parish Neighbourhood Plan (2017-2027) provide the policy framework against which the development proposals will be assessed.

- 10.3 The site is in an Other Significant Employment Site as set out in Policy EC1. 2 b) ix of the Local Plan where B1 (Business), B2 (Industrial) and B8 (Storage and Distribution) uses are permitted.
- 10.4 By virtue of it's siting within Burscough Centre and directly adjacent to the Manchester to Southport Railway Line and Bus Interchange the site has a sustainable location with easy access by both public transport and within walking distance of the town centre.
- 10.5 On the basis of the above I consider the change of use acceptable on this Significant Employment Site and in accordance with Policy EC1 of the Local Plan.

### ***Design/ Impact on the Listed Building***

- 10.6 The NPPF and Policy GN3 of the West Lancashire Local Plan 2012-2027 DPD together with the Councils Supplementary Planning Document on Design require that development should be of a high quality design, integrate well with its surroundings, promote sustainable development and respect its setting.
- 10.7 Policy EN4 of the West Lancashire Local Plan 2012-2027 is also relevant and states that there will be a presumption in favour of the conservation of designated heritage assets. Development will not be permitted that will adversely affect a listed building and should seek to preserve its features of special interest.
- 10.8 The Planning (Listed Building and Conservation Areas) Act 1990 requires decision makers to have special regard to the desirability of preserving listed buildings or their setting (s.66). Recent High Court judgements identify the need to give considerable weight and importance to that duty.
- 10.9 Under National Planning Guidance (NPPF) the Council is required to give great weight to the preservation of listed buildings and needs to place importance on the desirability of securing a viable and sustainable new use for the building given the statutory duty is to preserve. The benefits of securing a long term future for the building cannot be overlooked and significant weight needs to be given to this benefit in consideration of the application.
- 10.10 The Station House was converted into a single dwelling in 2001 with a modern station being built on the other side of the tracks in 2006/07. The building however has lain empty for some time and is in a deteriorating condition. The proposal for the change of use would include some external and internal alterations to repair and refurbish the fabric of the building making it fit for purpose as office accommodation. As the majority of the work is principally focused internally it would not create any significant alteration to its appearance and historic character of the building.
- 10.11 Externally the proposed works are fairly minimal. In principle I have no objection to the reduction in height of the existing chimneys nor is the removal of the more recent brickwork considered harmful to the historic character of the existing Station House. The proposed works additionally include a new glass roof over the enclosed yard to the east of the building. The existing yard is surrounded by a tall stone wall and as such visually the new roof will be largely unseen.
- 10.12 Internally the proposed layout generally follows the existing floor plan of the building, with the biggest change at the eastern end of the building (Office 1) which involves the removal of a small section of wall. This has been illustrated on a demolition plan and internal sections. Whilst it is acknowledged that overall the work may result in a small loss of fabric of the building internally, it will have little or no impact on the significance of the former Station House and overall will not harm its character.

10.13 The NPPF identifies that where proposals lead to 'less than substantial harm' to a listed building, the harm should be weighed against the benefits of retaining the building and securing a viable new use. In this instance the proposed benefits of the repair, refurbishment and re-use of the building outweighs the very limited harm caused by the internal changes proposed. As such the statutory duty to preserve the listed building would be met by the current proposal which is therefore considered accordant with NPPF and Policy EN4 of the Local Plan.

### ***Parking Provision***

10.14 Policy GN3 requires that adequate parking provision is made in line with standards set out in Local Plan Policy IF2 and Appendix F. Proposals for provision above or below the recommended parking standards should be supported by evidence detailing the local circumstances that justify a deviation from the policy. Policy IF2 furthermore states that the Council will support development which seeks to encourage the use of public transport for both residential and non-residential development and encouraging sustainable forms of transport is outlined as a key strategic transport priority for West Lancashire.

10.15 The requisite car parking requirements for the proposed office building in line with Appendix F would be provision for 8 car parking bays, 1 disabled space, 1 motorcycle space and cycle provision within the curtilage of the site. The curtilage of the application site itself is however limited with only a modest area of hardstanding directly to the rear of the station house building available for on-site parking provision. Under the submitted proposals on site provision would include 1 disabled bay, cycle storage and an Electric Vehicle Charging Space.

10.16 The justification for this under provision is contained in a supporting Sustainable Transport Statement which has been submitted as part of the application. It is noted that the applicant has completed extensive negotiation with Network Rail in obtaining a 3 year lease on a former Rail Yard (Area A) which lies adjacent to the site. Whilst this has not been secured permanently, it is the applicant's intention to retain the facility on an ongoing basis if possible which would provide 22 off site car parking spaces. Furthermore the applicant indicates an agreement has been reached with the owners of land to the east of the arches on the Station Approach (Area B) formerly approved for contract parking which would provide a further 24 spaces. However these arrangements are not permanent.

10.17 The site is in a sustainable location in close proximity to a range of public transport links. Not only does the site directly abut the Southport- Manchester Railway Line, but the station also has a bus interchange with direct routes serving Ormskirk to Preston. The town additionally benefits from Burscough Junction Rail Station. In order to further support a sustainable transport approach the proposal includes an over provision of on-site facilities for 12 bicycles.

10.18 Even were the suggested parking areas not to be available to the applicant on a permanent basis, given the sustainable location of the site, I consider the proposed use to be acceptable and do not consider the scheme would have a significant impact on highway conditions within the vicinity of the site. The Highway Authority has been consulted on the application and has raised no objection in principle to the proposals. On balance, I consider the proposal is acceptable and accords with the principles of Policies IF2/GN3 of the Local Plan.

### ***Impact on surrounding land uses***

- 10.19 Policy GN3 of the Local Plan requires that new development should retain reasonable levels of privacy and amenity for occupiers of the neighbouring properties.
- 10.20 Owing to the location of the Station House and the type and scope of the proposed alterations, I do not consider the proposed development would have any significant adverse impact on surrounding land uses. The proposal therefore complies with Policy GN3 in this respect.

### ***Ecology***

- 10.21 Policy EN2, Part 2 of the WLLP states that where there is a reason to suspect that there may be priority species or their habitat, on or close to a proposed development site, planning applications should be accompanied by a survey assessing the presence of such species and where appropriate making provision for their needs. This allows for the LPA to screen the projects against the Habitats Regulations and relevant national and local policy.
- 10.22 Due to the nature and location of the application site the submission has been accompanied by an Ecological Inspection and Assessment in relation to Bats and Breeding Birds. Based on the findings, Station House was categorised as a moderate bat roost suitability and therefore mitigation measures in the form of a bat box should be secured by condition.
- 10.23 MEAS have been consulted on the survey and accepted the findings which found no evidence of bat presence. As such they have advised the Council does not need to consider the proposals against the three tests in the Habitat Regulations and the proposal satisfies the requirements of Policy EN2.

## **11.0 CONCLUSION**

- 11.1 The proposed conversion of the former station house dwelling to offices including external and internal alteration, is acceptable in principle on this Significant Employment Site. The development is considered to preserve the special interest of the Listed Building and its setting in accordance with the duty under the Planning (Listed Building and Conservation Areas) Act 1990, the NPPF and Policy EN4 of the Local Plan. The proposal is not considered to have a significant impact upon amenity, ecology or the character and appearance of the local area. There is an under provision of car parking facilities within the curtilage of the site. However significant off site provision and the sustainable location of the site in respect of proximity to public transport is considered to mitigate any adverse impact on highway capacity and safety. I consider the proposal is acceptable and accords with the principles of Policies IF2/GN3 of the Local Plan.
- 11.2 Subject to suitable conditions the proposed development is therefore considered compliant with relevant policies and is therefore recommended for approval.

## **12.0 RECOMMENDATION**

- 12.1 That planning permission be GRANTED subject to the following conditions

### **Condition(s)**

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
2. The development hereby approved shall be carried out in accordance with details shown on the following plans:-

Proposed Roof Plan Dwg No: (20) AOO4 received by the Local Planning Authority on 1st March 2019

Proposed Ground Floor Plan Dwg No: (20) A001 Rev B received by the Local Planning Authority on 1st March 2019

Proposed First Floor Plan Dwg No: (20) A002 Received by the Local Planning Authority on 1st March 2019

Proposed Elevations Dwg No: (20) A003 Rev A Received by the Local Planning Authority on 1st April 2019

Building Control Glass Roof Section Dwg No: (21) A003 Received by the Local Planning Authority on 17th June 2019

Demolish Extract Section Received by the Local Planning Authority on 17th June 2019

Demolish Extract Received by the Local Planning Authority on 17th June 2019

Proposed Location Plan, Site Plan Signage Details, Bike Storage and Bin Storage Dwg No: (90) A001 Rev c Received by the Local Planning Authority on 15th October 2019

3. All external brickwork and roofing materials shall be identical to those on the existing building in respect of shape, size, colour and texture and as detailed in Section 9 of the submitted application form received by the Local Planning Authority on 1st April 2019. If the applicant or developer has any doubts as to whether the proposed materials do match they should check with the Local Planning Authority before commencement of the building works.

4. Prior to the commencement of any above ground construction works details of any windows/doors to be formed or altered in connection with the proposed development hereby permitted (including details of all mouldings, transoms, mullions and opening mechanisms) shall be submitted to and approved in writing by the Local Planning Authority.

The development shall be carried out using only the agreed materials and method of construction and shall be retained at all times thereafter.

5. Notwithstanding details shown on Proposed Site Plan (90) A001 RevC no part of the development shall be occupied until full details of the hard and soft landscaping works have been submitted to and approved in writing by the Local Planning

The details shall relate to all land surfaces not built upon and shall include:

- hard surfaced areas and materials
- bike store, bin stores mail boxes and seating,
- signage
- fencing and walling
- planting plans, specifications and schedules, planting size, species and numbers/densities, trees to be retained and a scheme for the timing / phasing of work.
- existing plants / trees to be retained
- A detailed regime for the ongoing and longer term maintenance of all soft landscaping is also required to be submitted for approval.

The approved hard and soft landscaping works shall be implemented and completed prior to the use as an office to which it relates or to a timetable agreed in writing by the Local Planning Authority.

Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 7 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

6. The office shall not be occupied/brought into uses until details of the number and location of bat boxes to be incorporated into the scheme have been submitted to and approved in writing by the Local Planning Authority. The bat boxes shall be installed in accordance with the approved details prior to the first occupation of the office and shall be retained at all times thereafter.

7. Prior to the office accommodation being brought into use, the electric vehicle charging point shown on drawing no. (90) A001Rev C shall be provided on site.

### **Reason(s)**

1. Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
2. For the avoidance of doubt and to ensure compliance with the provisions of Policy GN3 in the adopted West Lancashire Local Plan 2012-2027 Development Plan Document.
3. To ensure that the external appearance of the building(s) is satisfactory and that the development therefore complies with the provisions of Policy GN3 in the adopted West Lancashire Local Plan 2012-2027 Development Plan Document.
4. To preserve the special architectural and historic character of a Listed Building and to comply with Policy EN4 in the West Lancashire Local Plan 2012-2027 Development Plan Document.
5. To prevent unsightliness and visual intrusion and so ensure that the development complies with the provisions of Policy GN3 and EN4 of the adopted West Lancashire Local Plan 2012-2027 Development Plan Document.
6. In the interests of nature conservation and to ensure compliance with the provisions of Policies GN3 & EN2 in the adopted West Lancashire Local Plan 2012-2027 Development Plan Document.
7. In the interests of sustainability and air quality in accordance with Policy GN3 in the West Lancashire Local Plan 2012-2027 Development Plan Document..

### **Note(s)**

1. This consent does not give approval to a connection being made to the County Councils Highway Drainage System
2. The grant of planning permission does not entitle a developer to obstruct a right of way and any proposed stopping up or diversion of right of way should be the subject of an Order under the appropriate Act
3. The applicant, their advisors and contractors should be made aware that if any European protected species are found, then as a legal requirement, work must cease and advice must be sought from a licensed specialist
4. Network Rail have made the following comments in respect of the proposal:
  1. The proposal area is the former station house; this may be subject to a demarcation agreement (if sold pre-1996).

In this case, the applicant is to submit details of the proposal directly to: [PropertyServicesLNW@networkrail.co.uk](mailto:PropertyServicesLNW@networkrail.co.uk)

Agreement to the works will be required from Network Rail, and this is in addition to any planning consent.

All roads, paths or ways providing access to any part of the railway undertaker's land both temporary and permanent, must remain open and unblocked both during construction works and as a permanent arrangement.

The proposal must not encroach onto any Network Rail access road, paths or ways of access to any part of Network Rail land. This also includes emergency vehicles ability to access and exit Network Rail land.

The applicant is reminded that each Network Rail has a specific right of way and as such any developer is requested to contact the Network Rail Property Services Team to discuss the impact of the proposal upon our access.
  2. The applicant is to submit the attached dev form to: [AssetProtectionLNWNorth@networkrail.co.uk](mailto:AssetProtectionLNWNorth@networkrail.co.uk)

Agreement from Network Rail is required for:

  - Scaffolding which must include a 3m failsafe from Network Rail land
  - Risk assessment and method statement for works within 10m of railway land
  - Rainwater goods must not discharge onto or over the railway boundary; all surface waters must discharge in the direction away from the railway



3. Network Rail is aware that residents of dwellings adjacent to or in close proximity to, or near to the existing operational railway have in the past discovered issues upon occupation of dwellings with noise and vibration. It is therefore a matter for the developer and the council via mitigation measures and conditions to ensure that any existing noise and vibration, and the potential for any future noise and vibration are mitigated appropriately prior to construction.

To note are:

The current level of railway usage may be subject to change at any time without prior notification including increased frequency of trains, night time train running, heavy freight trains, trains run at weekends /bank holidays.

### **Reason for Approval**

1. The Local Planning Authority has considered the proposed development in the context of the Development Plan including, in particular, the following Policy/Policies in the adopted West Lancashire Local Plan 2012-2027 Development Plan Document:  
GN1 - Settlement Boundaries  
GN3 - Criteria for Sustainable Development  
IF1 - Maintaining Vibrant Town and Local Centres  
IF2 - Enhancing Sustainable Transport Choices  
EN2 - Preserving and Enhancing West Lancashire's Natural Environment  
EN4 - Preserving and Enhancing West Lancashire's Cultural and Heritage Assets  
together with Supplementary Planning Guidance and all relevant material considerations. The Local Planning Authority considers that the proposal complies with the relevant Policy criteria and is acceptable in the context of all relevant material considerations as set out in the Officer's Report. This report can be viewed or a copy provided on request to the Local Planning Authority.