



COPELAND BOROUGH COUNCIL DELEGATED PLANNING DECISION

1.	Reference No:	4/22/2100/OF1
2.	Proposed Development:	ALTERATIONS INCLUDING PART DEMOLITION AND RENOVATION OF A FORMER TOILET BLOCK
3.	Location:	FORMER TOILET BLOCK, LANCASHIRE ROAD, MILLOM
4.	Parish:	Millom
5.	Constraints:	ASC;Adverts - ASC;Adverts, Conservation Area - Conservation Area, Coal - Off Coalfield - Data Subject To Change, Key Species - Potential areas for Natterjack Toads
6.	Publicity Representations &Policy	Neighbour Notification Letter: NO Site Notice: YES Press Notice: NO Consultation Responses: See report Relevant Planning Policies: See report
7.	Report:	<p>SITE AND LOCATION</p> <p>This application relates to a former toilet block which is located on Lancashire Street, Millom.</p> <p>The building is a free-standing single-storey structure with rendered walls and a pitched slate roof and it is currently out of use and in a state of disrepair.</p> <p>It is located in a prominent position near the centre of Millom's Conservation Area and it lies on the main pedestrian route between Millom Railway Station and the town's primary supermarket.</p> <p>PROPOSAL</p> <p>Planning Permission is sought for the alterations of the toilet block, including part demolition and</p>

renovations. The works will provide a fully accessible inclusive environment which will contain one Changing Places WC, two Accessible WCs, and a common wash area. All units will be unisex and gender neutral.

The external works include:

- Removal of existing kerbs and raised ground level to increase and improve level accessibility;
- Creation of new openings to the facade to shape a more open common area that will improve visibility and consequently benefit security and safety within the building;
- Widening of existing openings to facilitate universal access;
- Creation of a new landscaped area between the building and Lancashire Road to elevate the overall quality and presentation of the space;
- Re-rendering the exterior shell to improve building performance, waterproofing and appearance with a new corrugated metal roof and new windows and doors;
- Introduction of rainwater harvesting and photovoltaic systems.

The application is accompanied by the following information:

- Site Location Plan;
- Existing Site Plan;
- Existing and Proposed Elevations;
- Existing and Proposed Floor Plan;
- Existing and Proposed Roof Plan;
- Existing and Proposed Sections;
- Design and Access Statement.

RELEVANT PLANNING APPLICATION HISTORY

Planning Permission has previously been granted for:

- Change of use of redundant toilet block into shop, including 2.4 x 0.6 metre signage board on NE elevation and disabled access ramp (ref: 4/13/2493/0F1)
- Change of use of redundant toilet block into 2 shops, including 2.4 x 0.6 metre signage board at each end and level access; proposal to erect 1.8m high wall along southern boundary (ref: 4/16/2216/0F1).

CONSULTATION RESPONSES

Millom Town Council

No objections.

Conservation and Design Officer

No objections.

Public Representation

The application has been advertised by way of site notice - No objections have been received as a result of this consultation.

PLANNING POLICIES

Planning law requires applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Development Plan

Copeland Local Plan 2013 – 2028 (Adopted December 2013)

Core Strategy

Policy ST1 – Strategic Development Principles

Policy ST2 – Spatial Development Strategy

Policy ENV4 – Heritage Assets

Development Management Policies (DMP)

Policy DM10 – Achieving Quality of Place

Policy DM11 – Sustainable Development Standards

Policy DM22 – Accessible Developments

Policy DM27 – Built Heritage and Archaeology

Other Material Planning Considerations

National Planning Policy Framework (NPPF)

Planning (Listed Building and Conservation Areas) Act 1990 (LBCA)

Conservation Area Design Guide

Emerging Copeland Local Plan (ELP):

The emerging Copeland Local Plan 2017-2035 has recently been the subject of a Publication Draft Consultation. The Publication Draft Consultation builds upon the previously completed Issues and Options and Preferred Options consultations. Given the stage of preparation of the Copeland Local Plan 2017-2035 some weight can be attached to policies within the Publication Draft where no objections have been received. The Publication Draft provides an indication of the direction of travel of the emerging planning policies, which themselves have been developed in accordance with the provisions of the National Planning Policy Framework.

The following policies are relevant to this proposal:

Policy DS1PU – Presumption in favour of Sustainable Development
Policy DS2PU – Reducing the impacts of development on Climate Change
Policy DS6PU – Design and Development Standards
Policy BE1PU – Heritage Assets
Policy BE2PU – Designated Heritage Assets

ASSESSMENT

The key issues raised by this proposal are the principle of development, its scale and design, the potential impact on residential amenity, accessibility and heritage assets.

Principle of Development

The proposed application relates to a currently out of use toilet block within Millom and it will renovate and alter the building. Policy ST2 designated Millom as one of Copeland's Key Service Centres whereby moderate levels of development and regeneration should be focussed.

The proposal also includes the installation of solar panels to provide renewable energy generation. Policy DM11 supports proposals for improvements or alterations to existing buildings that include measures to increase energy efficiency and incorporate renewable energy.

On this basis, the principle of the development is therefore considered to be acceptable and the alterations and renovations satisfy Policies ST1, ST2 and DM11 of the Local Plan and the NPPF guidance.

Scale and Design

Policy ST1 seeks the creation and retention of quality places is on high quality design and the safeguarding of residential amenity. Policy DM10 also seeks to achieve a high standard of design.

The proposed alterations and renovations of the toilet block are considered to be appropriately scaled and well designed to be in keeping with the character of the existing building and the town centre setting. The new and widened openings will provide suitable access for all and provide improved visibility and consequently benefit security and safety within the building.

The proposed re-rendering of the exterior shell will improve building performance, waterproofing and appearance and the new external windows and doors appear to be good quality. Overall, the proposed materials are considered to be suitable and this can also be secured by the use of a planning condition.

The proposed creation of a new landscaped area between the building and Lancashire Road with external furniture and fixtures such as benches, rainwater harvest tanks, railings and planters are considered to be suitable to improve the overall quality and appearance of the area. However, as the scheme is presently at planning stage, the full specification and details of these structures can

secured by the use of a planning condition.

In addition, the PV Panels and rooflights will be mounted flush to the roof surface which is considered to be suitable within the locality. As a result, the PV panels and rooflights will not be excessively prominent within the roofscape and the locality. In addition, the limited projection will further reduce the impact on the existing character and appearance of the building.

On this basis, the proposal is considered to be of a suitable scale and design in accordance with Policies ST1 and DM10 of the Local Plan.

Residential Amenity

Policies ST1 and DM10 seek to protect residential amenity.

The development will bring the building back into use and it is considered to be suitably located for the toilet block provision. Due to the previous use as a toilet block and the town centre location, the development is not considered to detrimentally harm residential amenity.

In addition, no objections to the proposal have been received as a result of the public consultation.

On this basis, the proposal is considered to meet Policy DM10 and NPPF guidance.

Accessibility

Policy DM22 requires development proposals to be accessible to all users.

The proposal includes the removal of existing kerbs and raised ground level to increase and improve level accessibility and the widening of existing openings to facilitate universal access. This is considered to be a suitable form of development to increase accessibility.

The internal works will also re-configure the existing WC layout to provide a fully inclusive and accessible experience for users. The toilet block will contain one Changing Places WC, two Accessible WCs, and a common wash area. All units will be unisex and gender neutral. This proposal is therefore considered to provide a suitable toilet provision within the prominent town centre location.

Overall, the proposal is considered to be accessible to all in accordance with Policy DM22.

Heritage Assets

Policy ENV4 and DM27 seek to protect the built heritage and maximise the value. DM27 supports development proposals which protect, conserve and where possible enhance the historic and cultural architectural character of the Borough's historic sites and their settings.

The Listed Building and Conservation Areas Act sets out a clear presumption that gives considerable importance and weight to the desirability of preserving a heritage asset and its setting.

Section 72 of the LBCA requires that in considering whether to grant planning permission for development which affects a conservation area, the Local Planning Authority shall pay "special attention... to the desirability of preserving or enhancing the character of appearance" of the conservation area.

Paragraphs 189 – 208 of the NPPF in respect of heritage include a requirement that when considering

	<p>the impact of development proposals on designated heritage assets such as a Conservation Area, great weight should be given to the conservation of the asset's significance; however, less than significant harm should be weighed against the public benefits of a development.</p> <p>The application site is located in a prominent location within the Millom Conservation Area and the justification for alterations and renovations are fairly self-evident as the toilet block is currently out of use and in a state of disrepair.</p> <p>The Conservation Officer requested some additional information and justification for the proposed design and materials. The agent provided additional justification to satisfy the Conservation Officer's comments.</p> <p>The proposed corrugated metal roof is justified, as the material is a reference to the Tin Chapel on Mainsgate Road. The Conservation Officer considered this to be acceptable as it's an overlooked piece of heritage, constructed by migrant Cornish workers during the late 19th century. Although outside of the Conservation Area, it's undoubtedly a valuable piece of local character and distinctiveness.</p> <p>The Conservation Officer also queried the external security shutters and details have been provided including how the visual impact of the roller shutter can be mitigated using concealed runners and box, and colour matching the shutter to the façade of the building. The Conservation Officer therefore considered this as a supportable balance between security and preservation of the character and appearance of the Conservation Area.</p> <p>Overall, it is considered that the work will bring valuable improvement to this part of Millom. In accordance with the tests set out in the LBCA and the NPPF, the potential harm of the proposed alterations and renovations are considered to be less-than-substantial and great weight should be given to the public benefit of bringing the toilet block back into use and the overall enhancement of the character and appearance of the Conservation Area.</p> <p>On this basis, the Conservation Officer raised no objections to the proposal and therefore it is considered to meet Policy DM27(A) and DM27(C), thereby satisfying the duties set out in the LBCA.</p> <p><u>Planning Balance and Conclusion</u></p> <p>The proposed application relates to a former toilet block within Millom and it will renovate and bring the toilet provision back into use.</p> <p>The proposed alterations to the toilet block are of an appropriate scale and design and will not have any detrimental impact on residential amenity, accessibility or the character and appearance of the Conservation Area.</p> <p>Overall, subject to the planning conditions as outlined below, the proposal represents an acceptable form of development and it is considered to accord with the policies set out within the adopted Local Plan and the guidance in the NPPF.</p>
8.	<p>Recommendation:</p> <p>Approve (commence within 3 years)</p>

9. **Conditions:**

Standard Conditions:

1. The development hereby permitted must commence before the expiration of three years from the date of this permission.

Reason

To comply with Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. This permission relates to the following plans and documents as received on the respective dates and development must be carried out in accordance with them: -

Application Form, received 3rd March 2022;
Location Plan, scale 1:1250, received 3rd March 2022;
Existing Site Plan, scale 1:500, drawing no. MWC-IDK-100, received 3rd March 2022;
Existing and Demolition Ground Floor Plan, scale 1:50, drawing no. MWC-IDK-101, received 3rd March 2022;
Existing and Demolition Roof Plan, scale 1:50, drawing no. MWC-IDK-102, received 3rd March 2022;
Existing and Demolition External Elevations 01, scale 1:50, drawing no. MWC-IDK-103, received 3rd March 2022;
Existing and Demolition External Elevations 02, scale 1:50, drawing no. MWC-IDK-104, received 3rd March 2022;
Existing and Demolition Sections AA and BB, scale 1:50, drawing no. MWC-IDK-105, received 3rd March 2022;
Proposed Ground Floor Plan, scale 1:50, drawing no. MWC-IDK-201, received 3rd March 2022;
Proposed Roof Plan, scale 1:50, drawing no. MWC-IDK-202, received 3rd March 2022;
Proposed External Elevations 01, scale 1:50, drawing no. MWC-IDK-203, received 3rd March 2022;
Proposed External Elevations 02, scale 1:50, drawing no. MWC-IDK-204, received 3rd March 2022;
Proposed Sections AA and CC, scale 1:50, drawing no. MWC-IDK-205, received 3rd March 2022;
Design and Access Statement, Dated 02.2022, received 3rd March 2022;
Planning Response, Dated 05.2022, received 17th May 2022.

Reason

To conform with the requirement of Section 91 of the Town and Country Planning Act 1990,

as amended by the Planning and Compulsory Purchase Act 2004.

3. The external finishes of the development hereby permitted shall be carried out in accordance with the details set out in the Design and Access Statement received by the Local Planning Authority on 3rd March 2022 and the Planning Response received by the Local Planning Authority on 17th May 2022.

Reason

To ensure a satisfactory appearance of the building in the interests of visual amenity and ensure that the character and appearance of the surrounding Conservation Area is preserved and maintained in accordance with Policy DM27 of the Copeland Local Plan.

Prior to First Use Conditions

4. Prior to their installation, full details and specification of the proposed external furniture and fixtures (including benches, rainwater harvest tanks railings, planters) that are to be installed shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details and shall be maintained as such thereafter.

Reason

For the avoidance of doubt and to ensure that the impact of the external furniture and fixtures are minimised to protect the character and appearance of the building and the wider Conservation Area.

5. Prior to their installation, full details and specification of the external windows and doors that are to be installed shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details and shall be maintained as such thereafter.

Reason

For the avoidance of doubt and to ensure that the impact of the windows and doors are minimised to protect the character and appearance of the building and the wider Conservation Area.

	<p>Statement</p> <p>The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received, and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development as set out in the National Planning Policy Framework.</p>
<p>Case Officer: C. Unsworth</p>	<p>Date : 13/06/2022</p>
<p>Authorising Officer: N.J. Hayhurst</p>	<p>Date : 13/06/2022</p>
<p>Dedicated responses to:- N/A</p>	