

Committee Report**Date: 28.04.2021**

Item Number	03
Application Number	19/00809/FULMAJ
Proposal	The erection of 42 bungalows for people aged 55 and over (Use Class C3) with associated car parking, public open space and vehicular access from Blackpool Road
Location	Land To The South Of Blackpool Road Carleton
Applicant	Mr C Hetherington
Correspondence Address	c/o Smith & Love Planning Consultants FAO Miss Abigail Kos 32 Winckley Square Preston PR1 3JJ
Recommendation	Refuse

REPORT OF THE HEAD OF PLANNING SERVICES**CASE OFFICER - Mr Karl Glover****1.0 INTRODUCTION**

1.1 This application is before the Planning Committee for consideration as the application site falls within an allocated site in the Wyre Local Plan and is of strategic importance. A site visit is recommended to enable Members to understand the proposal beyond the plans submitted and the photos taken by the Case Officer.

2.0 SITE DESCRIPTION AND LOCATION

2.1 The site which forms the subject of this application comprises of 2.3 Hectares (5.7 Acres) of undeveloped agricultural land located on the southern side of Blackpool Road opposite the junction with Alisan Road in Carleton. The site forms part of the wider allocation for residential development within the Wyre Local Plan (Site SA1/6). Geographically the site lies approximately 0.7 miles to the north of Poulton Town centre and 200 metres south west of Carleton village centre. The surrounding area is mixed in character with residential properties of varying scale and architectural design located to the north and east. To the south is an expanse of Grade 3 (good to moderate quality) agricultural land which is defined by intercepting boundary hedgerows and rolling landscape.

2.2 The site itself is irregular in shape and wraps around to the south of / behind the residential properties located on Moorfield and Coniston Avenue. The site is bound by mature mixed species hedgerows, mature trees and vegetation with an existing gated field access onto Blackpool Road which crosses the adopted highway verge. In terms of topography the site has a level range between 7.5m and 10.8m Above Ordnance Datum (AOD) and dips towards the centre. The site is located within Flood Zone 1 and there is a mature Beech tree located on the north western corner of the site which is subject to a Tree Preservation Order (ref 02/2019). There

is also a group of trees located within the north eastern corner of the site which are subject to a woodland Tree Preservation Order (002/2019/TPO W1).

3.0 THE PROPOSAL

3.1 The application seeks full detailed planning permission for the erection of 42 open market bungalows for people aged 55 and over with associated green infrastructure, landscaping and vehicular access taken from the southern side of Blackpool Road opposite the junction with Alisan Road. The proposed bungalows comprise of 6 x 1 bed units, 26 x 2 bed units and 10 x 3 bed units of varying design and materials as demonstrated on the submitted elevation and materials plan. Four house types are proposed, the primary materials comprise of a mixture of render and red brick under a pitched concrete tile roof with either a tile hanging feature on the front gable or decorative Tudor style timber boarding. The units vary in scale with a range of 5.5m and 6m in height to the ridge and approximately 2.5m to the eaves. The majority of the bungalows are shown to have either integral garages or detached garage and a minimum of 2 car parking spaces per unit.

3.2 The proposed access utilises the existing field opening on the southern side of Blackpool Road including the existing hardstanding across the adopted grassed highway verge. The submitted access plan shows the access road to measure 5.5m wide with 2m pedestrian footpaths either side with a visibility splay of 2.4m x 60m towards the south west and 2.4m x 54.2m to the north eastern direction. The access road progresses into the site creating a main spine road with pedestrian footways either side. Private drives are shown to feed off with contrasting surfaced areas and service strips either side, creating 5 small cul-de-sacs.

3.3 Halfway along the southern boundary of the site within a landscaped area adjacent to the internal link road a foul water pumping station is proposed. Foul water is proposed to be connected to the existing public foul network with surface water proposed to be stored on site and discharged at a controlled greenfield run off rate into the Horse bridge Watercourse via the surface water drainage scheme proposed on the adjacent development site to the south.

3.4 The application is accompanied by a range of supporting documents as follows:

- Air Quality Assessment
- Archaeological Desk-Based Assessment
- Ecological Appraisal
- Landscape and Visual Assessment
- Noise Assessment Report
- Flood Risk Assessment
- Tree Survey
- Arboricultural Impact Assessment
- Phase 1 Geo-Environmental Desk Study
- Phase II Interpretative Ground Assessment
- Transport Assessment, Transport Assessment Addendum
- Material Schedule
- Financial Viability Assessment and supporting documentation

4.0 RELEVANT PLANNING HISTORY

4.1 The site has the following relevant planning history:

4.2 83/01014 - Proposed residential development for 50 dwellings including roads, sewers and landscaping - Refused

4.3 Whilst not directly related to this site, the following planning history is relevant for adjacent sites:

4.4 19/00551/FULMAJ - Hybrid planning application seeking detailed planning permission for the development of 202 dwellings including associated access, highway works, open space provision and landscaping and outline planning permission for the development of a two form entry primary school (all matters reserved) - Resolution to grant permission subject to completion of S106 agreement

4.5 17/00632/OUTMAJ - Outline application for a residential development comprising up to 48 dwellings with access applied for off Tithebarn Street and 100 space town centre carpark (all other matters reserved) - Pending consideration

4.6 19/00615/OULMAJ - Outline application for the erection of up to 330 dwellings and associated infrastructure (all matters reserved) - Refused

5.0 PLANNING POLICY

5.1 ADOPTED WYRE BOROUGH LOCAL PLAN

5.1.1 The Wyre Local Plan 2011-2031 (WLP31) was adopted on 28 February 2019 and forms the development plan for Wyre. To the extent that development plan policies are material to the application, and in accordance with the provisions of section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 the decision must be taken in accordance with the development plan unless there are material considerations that indicate otherwise.

5.1.2 The following policies contained within the WLP 2031 are of most relevance:

- Policy SP1 Development Strategy
- Policy SP2 Sustainable Development
- Policy SP6 Viability
- Policy SP7 Infrastructure Provision and Developer Contributions
- Policy SP8 Health and Wellbeing
- Policy CDMP1 Environmental Protection
- Policy CDMP2 Flood Risk and Surface Water Management
- Policy CDMP3 Design
- Policy CDMP4 Environmental Assets
- Policy CDMP5 Historic Environment
- Policy CDMP6 Accessibility and Transport
- Policy HP1 Housing Land Supply
- Policy HP2 Housing Mix
- Policy HP3 Affordable Housing
- Policy HP9 Green Infrastructure
- SA1 - Residential Development
- SA1/6 - South of Blackpool Road

5.1.3 In accordance with the National Planning Practice Guidance (PPG) and National Planning Policy Framework (NPPF) §73, the council must be able to

demonstrate a 5 year housing land supply position (with a 5% buffer) when dealing with applications and appeals. The latest available evidence on housing delivery is that set out in the council's APS submission for 2020 which demonstrates a deliverable housing land supply position of 5.9 years. The council's 5 years housing land supply position has recently been considered by an Inspector and even if the Inspector's conclusions were accepted in full there would be a housing land supply position of a minimum 5.2 years (including a 5% buffer). There is therefore full confidence that the council is able to demonstrate a deliverable 5 year housing land supply.

6.0 NATIONAL PLANNING POLICY FRAMEWORK 2019

6.1.1 The revised National Planning Policy Framework (NPPF) was published by the Government on 19 February 2019. It sets out the planning policies for England and how these should be applied in the determination of planning applications and the preparation of development plans. At the heart of the NPPF is a presumption in favour of sustainable development (paragraph 11). The policies in the 2019 NPPF are material considerations which should also be taken into account for the purposes of decision taking.

6.1.2 The following sections / policies set out within the NPPF are of most relevance:

- Section 2 - Achieving Sustainable Development
- Section 3 - Plan - Making
- Section 4 - Decision Making
- Section 5 - Delivering a sufficient supply of homes
- Section 8 - Promoting healthy and safe communities
- Section 9 - Promoting sustainable transport
- Section 11 - Making effective use of land
- Section 12 - Achieving well designed places
- Section 14 - Meeting the challenge of climate change, flooding and coastal change
- Section 15 - Conserving and enhancing the natural environment
- Section 16 - Conserving and enhancing the historic environment

OTHER MATERIAL CONSIDERATIONS

6.2 WYRE SUPPLEMENTARY PLANNING GUIDANCE

6.2.1 The following Supplementary Planning Guidance is considered to be of relevance to the determination of this application:-

- Supplementary Planning Guidance 2 - Development and Trees
- Supplementary Planning Guidance 4 - Spacing Guidelines for New Housing Layouts

6.2.2 The following guidance is also relevant:-

- Green Infrastructure in New Residential Developments (Policy HP9) Guidance for Applicants

6.3 LAND SOUTH OF BLACKPOOL ROAD MASTERPLAN

6.3.1 The Land south of Blackpool Road Masterplan was approved on 13th January 2021 and represents a significant material planning consideration to this application.

6.4 THE NATIONAL PLANNING PRACTICE GUIDE

6.5 THE CONSERVATION OF HABITATS AND SPECIES REGULATIONS (AMENDMENT) (EU Exit) 2019

6.6 THE WILDLIFE AND COUNTRYSIDE ACT 1981 (AS AMENDED)

7.0 CONSULTATION RESPONSES

7.1 LANCASHIRE COUNTY COUNCIL (LOCAL HIGHWAY AUTHORITY)

7.1.1 Initial response raises no objection to the proposal. The proposed access as shown on plan is considered to be acceptable which shows a pedestrian refuge on Blackpool Road, southwest of Alisan Road. This refuge provides an important link to local bus stops and is deemed necessary. To ensure the development is sustainable the following highway improvements and financial contributions are required:

Off Site Highway Works:-

- Site Access to Blackpool Road prior to development
- Bus stop upgrades on Blackpool Road
- Blackpool Road/Poulton road traffic signal upgrade to MOVA with Puffin crossing facilities
- Tithebarn Street/Queensway traffic signal upgrade to MOVA with the introduction of puffin crossing facilities
- Queensway existing Pelican upgrade to Puffin facilities

Financial Contributions:-

- £67,200 towards the Poulton Highways Mitigation Strategy
- £6,000 towards Travel Planning

7.1.2 Final response raises an objection without the requested contribution towards the Poulton Mitigation Strategy, as this would make the development less sustainable leading to an increase in traffic levels, congestion and ultimately highway safety.

7.2 LANCASHIRE COUNTY COUNCIL (LOCAL EDUCATION AUTHORITY)

7.2.1 As the proposal is for over 55s then there is no requirement for Education contributions

7.3 LANCASHIRE COUNTY COUNCIL (LEAD LOCAL FLOOD AUTHORITY)

7.3.1 No observations received at the time of compiling this report

7.4 LANCASHIRE COUNTY COUNCIL (ARCHAEOLOGY)

7.4.1 Initial response requested a condition requiring an archaeological site investigation and a scheme of impact mitigation being attached if the application is approved. Further response confirms that following further information, no onsite investigation is required.

7.5 GREATER MANCHESTER ECOLOGY UNIT (GMEU)

7.5.1 No objections having assessed the submitted ecology reports and revised landscaping plan. Satisfied that all biodiversity matters have been addressed. The Council can report the conclusions of the Habitat Regulations Assessment (HRA) screening assessment. Conditions should be secured for drainage and recreational features. Great Crested Newts have been mitigated for by the use of RAMS site preparation and clearance, the retention of the on-site pond and the preparation and implementation of a LEMP for the site all of which can be conditioned accordingly. A number of other conditions are also recommended to be attached.

7.6 HIGHWAYS ENGLAND

7.6.1 No objections

7.7 LANCASHIRE FIRE AND RESCUE SERVICE

7.7.1 Highlighted the requirements for the proposed access and scheme to satisfy Document B Part B5 of Building Regulations and sets out the guidance on turning facilities for Fire Service Vehicles

7.8 UNITED UTILITIES

7.8.1 The Drainage Strategy submitted is acceptable in principle as the surface water is to ultimately discharge into the watercourse to the south of the site. Surface water will not be permitted to drain directly or indirectly to a public sewer. A condition requiring full details of the management and maintenance of sustainable drainage systems should be attached.

7.9 NHS FYLDE AND WYRE CLINICAL COMMISSIONING GROUP (CCG)

7.9.1 To mitigate against the development a financial contribution of £11,599 is required which will go towards the refurbishment and/or reconfiguration of Queensway Medical centre. In the absence of this financial contribution being provided a formal objection is made as the infrastructure cannot absorb the impact of the services, particularly given the age profile of the bungalows with higher dependency patients expected compared to other forms of development.

7.10 NATURAL ENGLAND

7.10.1 A Habitat Regulations Assessment (HRA) screening is required for the determination of likely significant effects on the coastal designated sites. Should the LPA be satisfied that there will be no likely effects then there is no requirement to re consult Natural England.

7.11 BLACKPOOL BOROUGH COUNCIL

7.11.1 No objections

7.12 POULTON HISTORICAL AND CIVIC SOCIETY

7.12.1 Highlighted concerns relating to the following matters:

- The effect of increased traffic and impacts upon Blackpool road

- Ecological impacts
- The effects on local services and amenities
- A condition requiring archaeological evaluation and mitigation should be attached

7.13 WYRE BC HEAD OF ENGINEERING SERVICES (DRAINAGE)

7.13.1 Initially requested further information and details of percolation test results however following the submission of the revised drainage scheme there are no objections subject to condition being attached.

7.14 WYRE BC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (ENVIRONMENTAL PROTECTION - LAND CONTAMINATION)

7.14.1 No objections subject to post phase 1 contaminated land and watching brief conditions being attached

7.15 WYRE BC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (ENVIRONMENTAL PROTECTION - AMENITY CONSIDERATIONS)

7.15.1 Verbally response confirmed no objections and the information contained within the Noise Assessment and Air Quality Assessment is acceptable.

7.16 WYRE BC HEAD OF PUBLIC REALM AND ENVIRONMENTAL SUSTAINABILITY (TREES)

7.16.1 The submitted Arboricultural Impact Assessment and Tree survey is considered to be acceptable and the draft tree protection plan is suitable. Requested full details of landscaping to be provided however the proposed layout shown on the submitted site plan appears to be acceptable.

7.17 WYRE BC HEAD OF PUBLIC REALM AND ENVIRONMENTAL SUSTAINABILITY (PUBLIC OPEN SPACES/GREEN INFRASTRUCTURE)

7.17.1 Requested full details of the landscaping to be submitted which was confirmed to be acceptable. Advised that the Green Infrastructure provision is considered sufficient.

8.0 REPRESENTATIONS

8.1 At the time of compiling this report there has been 16 letters of objection received and 2 observations which neither object nor support the proposal. The primary reasons for opposition are:

- No approved masterplan in place
- Access points onto Blackpool Road is too close to another developers access point
- Adverse Impacts upon existing highway network
- Pollution - Noise and vehicular
- Congestion
- Loss of privacy
- Impacts upon the drainage systems
- Impacts upon wildlife - video and photographic evidence submitted showing young deer

- Loss of hedgerows
- Loss of open green space
- Landscaping should be considered as a whole for the allocation
- Historic impacts
- Archaeological impacts
- Impacts upon TPO
- Flood risks , increase on existing issues already experienced
- Lack of NHS services
- Lack of Law Enforcement Services
- Impacts from the construction
- Impacts upon Climate Change
- Nature Conservation
- Lack of Employment opportunities
- Development should be undertaken in line with masterplan
- Impacts upon local junctions including Carleton crossing and the castle Gardens junction
- Impacts upon local schools

9.0 CONTACTS WITH APPLICANT/AGENT

9.1 Numerous correspondence including meetings which have taken place with the applicant in relation to access revisions, additional information in relation to Green Infrastructure and Landscaping and further information in relation to the delivery of the drainage strategy which in turn required amendments to the submitted Flood Risk Assessment and revised drainage plans to be submitted. Discussions in relation to Affordable Housing provision and progression of the Master Plan. A financial viability statement and accompanying documents have been submitted by the applicant and an extension of time has been agreed until the 30/4/2021.

10.0 ISSUES

10.1 The key considerations in the assessment of this application are:

- Principle of Development
- Infrastructure Provision
- Housing Mix
- Visual Impact, Design and Layout
- Impact on residential amenity
- Impact on Highway Safety, Access and Highway network
- Flood Risk and Drainage
- Ecology, nature conservation and trees

Principle of Development

10.2 Planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise. The primary development plan for Wyre is the Wyre Local Plan (WLP31). A number of housing allocations identified in Policy SA1 will provide the majority of the Local Plan housing requirement. Delivery of these sites are also critical to ensure a 5 year housing land supply is maintained. The application site falls within the settlement boundary of Poulton-le-Fylde as defined in the WLP31. Policy SP1 of WLP31 directs new development to within settlement boundaries and states 'development within settlement boundaries will be granted planning permission where

it complies with the other policies of this Local Plan'. The site is allocated for housing development as part of site allocation 'South of Blackpool Road' (SA1/6). The total allocation consists of 19.54Ha with a housing capacity of 300 dwellings. This site makes up 1 of 4 parcels in different land ownership within the allocation. Of the remaining 3 parcels, 1 is subject to an application for 48 dwellings and a town centre car park which is currently pending consideration and is located to the south of the application site. Another parcel comprises land immediately to the southern boundary, on which this Planning Committee recently resolved to grant full planning permission for 202 dwellings and outline permission for a primary school subject to a Section 106 legal agreement. The remaining parcel, a smaller area of land immediately to the north of Berry Lane has not been subject to any application. Any loss of agricultural land within the allocation site has already been considered and accepted as part of the Local Plan making process.

10.3 Site allocation SA1/6 contains 11 Key Development Considerations (KDCs) which are policy requirements that have to be satisfied. KDC1 states 'this site is to be brought forward in line with a masterplan to be produced covering the whole of the site. The masterplan must be agreed by the Local Planning Authority prior to the granting of planning permission for any part of the site'. The 'Land south of Blackpool Road' Masterplan was formally approved by the Council on 13th January 2021. Although the Masterplan itself does not create new policy, it does create a development framework, including vision, objectives and design principles that each planning application within the allocation should adhere to. The application proposal including locations of the housing, access and connection points and Green infrastructure aligns with the Masterplan Framework (Section 4 of the masterplan document). Specific KDCs and masterplan matters are subsequently discussed in each relevant section of this report.

10.4 Policy SP2 of WLP31 requires all new development to be sustainable. Relevant matters in this case would be to ensure housing provision meets the needs of all sections of the community; provision of strategic and local infrastructure and services; ensure accessible places and minimise the need to travel by car; reduce and manage flood risk; protect and enhance biodiversity, landscape and cultural heritage and green infrastructure assets; and achieve safe and high quality designed local environments which promote health and well-being. Whether the proposal achieves these sustainability considerations is discussed in turn in each relevant section of this report with reference to the specific KDC requirements of the Site Allocation and the Masterplan.

Infrastructure Provision

10.5 Bungalows for people aged 55 and over are not exempt from providing the necessary developer contributions and mitigation required to make the development acceptable in planning terms. In this case the necessary infrastructure to mitigate the impacts of the development is affordable housing, green infrastructure, highway improvements and health care, in line with the overarching requirements of Policy SP7 of the Local Plan and SA1/6. The masterplan also identifies a number of infrastructure requirements. LCC Education have confirmed no education contributions are required due to the age profile of the occupants, which could be secured by s106 agreement if required.

10.6 In terms of affordable housing, Policy HP3 of WLP31 requires new residential development of 10 dwellings or more on greenfield sites in Poulton to provide 30% affordable housing on site. Based on the proposed development of 42 dwellings this would equate to 13 on site units. As set out below the applicant has

advised that it would not be viable to provide any on site provision or off site financial contribution towards affordable housing. The failure to provide supporting social (affordable housing) infrastructure is a matter which carries significant weight against the proposal.

10.7 Policy HP9 of the WLP31 requires developments resulting in a net gain of 11 dwellings or more to make appropriate provision of green infrastructure (GI) on site. In this instance based on the housing mix proposed, a total of 0.3ha of GI is required to be provided. The submitted plans demonstrate that the proposal would provide 0.29ha of GI including an arrival green to the north/north east of the site which incorporates the existing pond and group of TPO Trees. The submitted landscape plan also identifies new planting and vegetation to be provided. Whilst it is acknowledged the amount of on-site GI falls marginally short of the policy requirement, this shortfall of 0.01ha is not considered material to justify a refusal reason. The location of the GI reflects the area shown in the masterplan and is considered to be in an accessible location, close to and overlooked by the proposed dwellings offering good levels of security and surveillance. The type of the GI (natural and semi-natural GI) is considered appropriate for the age profile of the occupants and the site characteristics. Based on the information provided the proposal would satisfy KDC2 of SA1/6 and Policy HP9 as well as the masterplan.

10.8 To accommodate the development a range of improvements are required to be delivered towards the local highway network. KDC9 of the site allocation sets out that development should contribute to the delivery of the Poulton Highway Mitigation Strategy. Lancashire County Highways have confirmed that this application would be required to provide £67,200 towards the Poulton Highways Mitigation Strategy and a further £6,000 towards Travel Planning in conjunction with a range of off-site highway improvement Section 278 works. Further details on these requirements are set out in the highways section of this report below (Paragraph 10.26-10.32). The applicant has advised that the proposal cannot provide these financial contributions as it would deem the development unviable. In the absence of providing the necessary highway contributions, Lancashire County Highways have confirmed they are effectively objecting to the application, as this would make the development less sustainable leading to an increase in traffic levels, congestion and ultimately highway safety. The failure to provide supporting transport infrastructure is a matter which carries significant weight against the proposal. Furthermore it would render the development unsafe from a highway safety perspective.

10.9 To mitigate the impact of this development on local health care facilities, a financial contribution of £11,599 towards the refurbishment and reconfiguration of Queensway medical centre in Poulton is required. The applicant has advised that the proposed development cannot provide this contribution as it would deem the development unviable. In the absence of securing these contributions, the CCG have confirmed they are effectively objecting to the application as the infrastructure cannot absorb the impact of the development. Particularly given that the occupants of the bungalows are considered by the CCG to be higher dependency patients compared to other forms of development. The failure to provide supporting community (health care) infrastructure is a matter which carries significant weight against the proposal.

10.10 Policy SP6 of the WLP31 sets out that the council's overarching objective is to ensure that development is viable. Where a developer seeks to negotiate a reduction in infrastructure requirements that would normally apply to a development, the council will require the developer to supply a financial appraisal demonstrating the costs to be incurred, the financial return and the profit expected. This is in accordance with the NPPF which requires viability to be a material consideration in

decision making. In this instance during the later stages of the application the applicant has submitted a Financial Viability Statement (FVS) along with various supporting documentation. The submitted FVS report has been reviewed by the council's independent advisor, financial and property surveyors Keppie Massie (KM). KM disagree with the applicant's benchmark land value and are of the view that the development is capable of providing 6 No. on site affordable units and the £67,200 Poulton Highway Mitigation Strategy and £6,000 Travel Plan and the £11,599 towards health contributions being requested.

10.11 In response to the KM findings, the applicant has provided further supporting information why he contends that the bungalows cannot deliver affordable housing and planning obligations in this case and also why the planning benefits of bungalows is considered by the applicant to outweigh the harm of not providing any contributions. Whilst it is acknowledged that there are some benefits in providing a development comprising entirely of bungalows for older persons these benefits have to be weighed against the disbenefits which arise as a result. Officers are of the view that the council can evidence that it currently does have a relatively high stock level of bungalows within the Borough, but also within the local Poulton/Carleton wards, and as such there is no overriding need for this type of dwelling which would outweigh the harm caused by not providing the necessary contributions. This is also supported by the Local Plan whereby there is no policy requirement for a proportion of properties on a development to be specifically bungalows. Whilst the subsequent section of this report considers visual impact, there is no requirement for these units to be bungalows to ensure an acceptable visual impact, as confirmed by the approved masterplan which does not include such detail. Therefore even if there was not any disagreement in terms of the viability assessment, officers are of a different view to the applicant and consider that the benefits of providing a bungalow development do not outweigh the harm caused by failing to secure the necessary contributions.

10.12 As a consequence of not being able to provide the necessary infrastructure the proposal results in an unsustainable form of development which weighs heavily against the development and would be contrary to the provisions of Policies SP2, SP7, SP8, HP3, CDMP6 and SA1/6 of the WLP31 and the general provisions of the masterplan.

Housing Mix

10.13 Policy HP2 of the WLP31 requires new housing developments to widen the choice of housing types available in Wyre by providing a mix of house types and sizes in line with the latest evidence of need as set out in the Strategic Housing Market Assessment (SHMA). In this case this is the May 2018 Addendum 3 Supplementary Note which sets out a need for 38% 1 and 2 beds, 43% 3 beds and 18% 4+ bed units (subject to a consideration of local need and demand). Out of the 42 bungalows proposed, there would be 14% 1 beds, 62% 2beds and 24% 3 beds. The mix proposed is not strictly in accordance with the SHMA Mix as it comprises a higher proportion of smaller units and zero 4 beds. However the provision of smaller properties is generally in line with the overall SHMA evidence and housing strategy. Furthermore it is acknowledged that the type of development would provide housing for Wyre's ageing population. Therefore the proposed mix in this instance is considered acceptable. Also in compliance with Policy HP2 the proposal will be providing adaptable ground floor living accommodation to assist in meeting the needs of the ageing population and people with restricted mobility. It should also be noted that the National Planning Practice Guidance in respect of housing for older persons

and people with disabilities does not mention bungalows and there is a recognition that such housing can be provided by dwellings of more than one storey.

Visual Impact, Design and Layout

10.14 KDC3 of SA1/6 sets out that the design of the development should provide an organic extension to the town. Particular attention should be given to the nature and quality of boundary treatments. Policy CDMP3 of the WLP31 also requires new development to be of a high standard of design. Within the policy a number of criteria are set out. Criterion (A) states that all development must be designed to respect or enhance the character of the area. Criterion (B) requires development to create a positive contribution to an attractive and coherent townscape both within the development itself and by reference to its integration with the wider built environment having regards to the pattern and design of internal roads and footpaths in respect of permeability and connectivity, car parking, open spaces, landscaping and views into and out of the development.

10.15 The application site is currently characterised as semi- improved pasture within the urban edge around existing farmland between Carleton and Poulton. The majority of views can be seen from the public footpath between Woodhouse Farm and Tithebarn Street and also from Blackpool Road along with private views from properties which overlook the site from the north. Inevitably there will be a transformation where residential development is introduced to undeveloped agricultural land however this has already been accepted when the site was allocated through the Local Plan process. It is therefore important to ensure the relevant policy requirements are met and that the development follows the design principles established by the masterplan, which officers consider it does do.

10.16 The layout proposed is considered to provide an organic extension to the town as it will wrap around and link in with the properties located on Moorfield Avenue to the north and will sit adjacent to, and share a similar building line with, the dwellings located on Blackpool Road. The arrival green which wraps around the north/north eastern boundary provides a green buffer and the retention of the frontage hedgerow will also ensure the development appears more natural and organic. Also the retention of the existing trees (including the TPO trees in the north eastern corner) will assist in providing soft edges along boundaries. This all follows the parameters of the master plan. An overlay plan has also been submitted to show how the development would integrate and link in with the adjacent development to the south (application 19/00551/FULMAJ).

10.17 There are minimal distinguishable features on the application site except for the ditches located along the southern boundary and between the two fields. The site falls from west to east and from north to south. The highest part of the site is in the north western corner at approximately 10.8m AOD. The lowest point is in the central most northern part of the site where a minor depression lies at approximately 7.5m AOD. By reason of the nature and the design of the bungalows they do have a reduced visual impact due to their overall height and scale. The proposed finished floor levels range from 9.3m and 10.9m AOD and the highest ridge height of the bungalows is 5.75m with all of the eaves of the dwellings being set at 2.25m in height. Site levels are shown to be generally raised and stepped across the site by approximately 1m. However where the site is adjacent to the properties to the northern boundary (south of Moorfield Avenue) the site levels generally remain the same as existing and unchanged. Cumulatively the overall increase in ground levels and the ridge heights of the dwellings will not result in any significant visual impacts

upon the character of the area. Whilst some increase in levels are proposed within the site this will not result in any significant visual harm.

10.18 The application has been accompanied by a supporting Landscape and Visual Impact Assessment (LVIA) which has assessed the proposed development and any harm it may have upon the landscape when viewed from various public vantage points. The report concludes that the development would inevitably bring about changes in the local urban/landscape pattern by introducing built development into an area of farmland. However this change in urban/landscape pattern in Carleton would not be inconsistent with the wider urban pattern. There would be no effect on local public footpaths and the site would be accessible through the new footpath/highway layout. The loss of approximately 2.3 ha of improved pasture as a landscape resource is considered to create a low magnitude of change at a local level, in combination with a low sensitivity, the likely effects are considered to be minor. Having reviewed the plans and from numerous site visits officers agree with these findings of the report.

10.19 The overall design and appearance of the house types proposed is considered to be acceptable. The dwellings will be constructed using various materials including render and brick with each house type having two main elevation styles. These will be either tile hanging to the front elevation or vertical boarding to the front. A street scene section plan has been submitted which demonstrates these variations. Overall the materials proposed are considered to be acceptable along with the boundary treatments plan which proposes a mix of 1.8m high close boarded fencing and 1.8m high wall on prominent corner plots (i.e. plots 8, 10, 40, 33 and 38).

10.20 In terms of layout and interface distances the development has been designed to generally comply with the guidance set out within Supplementary Planning Guidance 4 (SPG4) and whilst there is some shortfall in the depth of rear gardens on a number of plots they are proportionate to the scale of the dwellings and would not result in any overlooking issues or affect the general openness and visual breaks throughout the site. Sufficient parking provision is provided with a mixture of parking to the side or to the front of the properties. Based on the layout it is not anticipated that frontage parking would dominate the street scene. Policy SP2 (Criteria 6) requires development proposals to demonstrate how it would respond to the challenge of climate change through appropriate design and by making best use of resources and assets, including the incorporation of water and energy efficiency measures through construction phases and the reuse and recycling in construction both in the selection of materials and management of residual waste. The applicant has submitted a climate change / sustainability statement to demonstrate how the development will satisfy this criteria. A summary of the statement includes the following:

- Building orientation to enable them to optimise energy efficiency, solar gain and maximise daylight levels
- Sustainable transport
- Features to reduce flood risk
- Biodiversity enhancements
- Maximum and practical use of sustainable / reuse and recycled locally sourced building materials
- Water saving devices

10.21 The applicant has demonstrated that the proposal would satisfy this criteria of Policy SP2 of the Local Plan. Overall the layout and design of the development

including materials are considered to be acceptable and would sit well within the context of the surrounding area. In turn the proposal is seen to satisfy Policy CDMP3 of the WLP31 and design guidance set out within SPG4 along with KDCs 1, 2 and 3 of SA1/6 as well as the 8 key points within the block structure (page 10) of the masterplan.

Impact on residential amenity

10.22 Policy CDMP3 of the WLP31 sets out that new development must not have an adverse impact on the amenity of occupants and users of nearby properties and must provide a good standard of amenity for the occupants of the development itself. Given the location of the site with open fields to the south there are only a number of existing dwellings which may be affected. An assessment of these dwellings is set out below.

10.23 Nos 23 and 42 Moorfield Avenue are immediately adjacent to the northern boundary of the application site and will side on with proposed plots 25 and 26 with a side facing separation distance of approximately 5m and 7m. This distance exceeds the stipulated 2m separation distance set out within SPG4. Both of these neighbouring dwellings have ground and first floor side facing elevations on the southern elevations of the properties. The side facing elevations of plots 25 and 26 have ground floor side facing windows serving kitchens however given the proposed boundary treatment to the north it is not anticipated that there would be any significant overlooking issues.

10.24 No 14 Coniston Avenue will back on to plots 24 and 25. There will be a rear to rear separation distance of 27m which would exceed the stipulated 21m set out in SPG4. In this instance it is not considered that there would be any adverse impacts upon the residential amenity of 14 Coniston Avenue. No 46 Blackpool Road is a 2 storey dormer bungalow with side facing windows on the western elevation. As there is a proposed area of Green Infrastructure immediately to the boundary it is not anticipated that there would be any adverse impacts upon the amenity of the occupants of this dwelling given the significant separation distance from the nearest dwelling.

10.25 Whilst the parcel of land to the south of the site remains in agricultural use a hybrid planning application for 202 dwellings has recently had a resolution to grant permission (19/00551/FULMAJ). The layout and relationship of the proposed bungalows has been assessed against the siting of the proposed dwellings of the adjoining site and it is considered that there will be no adverse impacts upon the amenity of the future occupants on either site should the applications both be approved. Overall having assessed the full impacts of the proposed development on the surrounding residential properties it is considered that the development would not result in any adverse impacts on neighbouring amenity and would comply with the provisions of Policy CDMP3 of the WLP31 and the spacing guidance set out within SPG4.

Impact on Highway Safety, Access and Highway network

10.26 In assessing the highway impacts arising from the development the application is assessed against the provisions of Policy CDMP6 of the WLP31 and KDCs 1, 2 and 9 of SA1/6 and the NPPF. Given the scale of the development a Transport Assessment (TA) has been submitted in support of the application. LCC Highways having assessed the TA have confirmed that it is acceptable and that no further traffic assessment is required. Both Highways England and LCC Highways

are satisfied that the impacts arising from this development on the highway network can be accommodated with mitigation through the provision of offsite highway works secured by a combination of planning conditions and section 106 agreement. In the absence of such mitigation the proposed development would result in severe highway safety impacts and LCC Highways would not be able to support the application.

10.27 An assessment of the site access on to Blackpool Road has been undertaken by LCC Highways who have confirmed that the visibility splays demonstrated on the submitted site plan and access plans would be acceptable. The access arrangements have been designed to also accommodate the new access to the west proposed (and accepted) for application 19/00551/FULMAJ and includes the provision of a pedestrian refuge sited south west of Alisan Road. This refuge provides an important link to local bus stops and is considered necessary for this development regardless of whether or not the adjacent development comes forward.

10.28 The internal layout of the site is considered to be acceptable by the Highways Officer. The cul-de-sac shown adjacent to the pumping station along the southern boundary would extend as a footway/cycleway to the south linking to the adjacent development. LCC highways have confirmed that they would oppose to a vehicle link in this location but do consider the pedestrian and cycle link essential. This link is shown to connect to the boundary of the site, which could be secured by condition. At least two off road parking spaces would be provided for each dwelling. This would comply with the Council's parking standards set out in Appendix B of the WLP31. The parking generally provides one space to the side/rear or to the front of the dwellings. Policy CDMP6 (point 2) requires Electronic Vehicle Charging points to be provided for each dwelling. This could be conditioned.

10.29 Policy SP2 of the Local Plan seeks to ensure new proposals promotes sustainable development. This is further reflected within the NPPF. Policy SP2(4) sets out that in order to deliver sustainable communities the Local Plan includes policies which facilitate the provision of strategic and local infrastructure and services and, ensure accessible places and minimise the need to travel by car. Policy SP7(3) also requires that where new infrastructure is required to meet the needs arising directly from a development or to mitigate any adverse impacts of a development on existing infrastructure the development will make a financial contribution through planning obligations made under section 106 agreements. Policy SP7 goes on in section 4 to list areas potentially subject to contributions which includes highway and transport infrastructure including sustainable transport measures.

10.30 KDC9 of SA1/6 requires development to contribute to the delivery of the Poulton Mitigation Strategy including any future updates as set out within Appendix C of the Local Plan. To fully deliver the measures set out within the Poulton Mitigation Strategy it is estimated that a total of £800,000 will need to be secured from developments in the SA1/6 allocation. Financial contributions have already been secured from a number of developments within Poulton leaving a shortfall of £490,000 which equates to £1,600 per dwelling. As such the contribution towards the Poulton Mitigation Strategy from this development equates to £67,200. LCC Highways have also requested a £6,000 contribution towards Travel Plan support.

10.31 In addition to the financial contributions, listed below is the required off site highway works to ensure the development is acceptable in highway terms:

- Site Access to Blackpool Road by condition and delivered via Section 278 works

- Bus stop upgrades on Blackpool Road
- Blackpool Road/Poulton Road traffic signal upgrade to MOVA with Puffin crossing Facilities to be conditioned and
- Tithebarn Street/Queensway traffic signal upgrade to MOVA with the introduction of Puffin crossing to be conditioned
- Queensway existing Pelican upgrade to Puffin also to be conditioned

10.32 As set out in the 'Infrastructure Provision' section of this report the applicant has submitted supporting documentation to demonstrate that the development is unable to provide any of these highway contributions. However the Council's independent advisor, financial and property surveyors Keppie Massie have advised that the development is capable of providing the £67,200 financial contributions towards Poulton Mitigation Strategy and £6,000 of travel planning. Regardless of the viability position, Lancashire County Highways have advised that they cannot support the application without the requested contribution towards the Poulton Mitigation Strategy (PMS) and travel planning being provided. The Highways Officer has advised that when the Local Plan underwent its examination in public, LCC Highways made it clear that development in Poulton would have an unacceptable impact on the highway network. To address this and enable development to come forward LCC produced the PMS. This was considered by the Local Plan Inspector and found to be sound and appropriate to support development in Poulton. Without the contributions towards the PMS the allocation and the application site would be less sustainable and would lead to increased traffic levels, congestion and ultimately detrimental to highway safety. In the absence of the necessary contributions set out above the application is contrary to Policies SP2, SP7, CDMP6 and KDC9 of SA1/6 and cannot be supported on highways grounds.

Flood Risk and Drainage

10.33 The whole of the application site falls within Flood Zone 1 (FZ1) which is defined as having a low probability of flooding. There is an existing pond sited within the vegetation and group of TPO Trees in the north eastern corner of the site where the area of green infrastructure is proposed and a field ditch runs along the southern boundary of the site. KDCs 5, 6 and 7 of SA1/6 are relevant. KDC 5 sets out that no housing will be permitted within Flood Zones 2 or 3. Compliance here is achieved as the application site falls within an area of the allocation which is solely within Flood Zone 1. KDC 6 and 7 sets out that residual surface water should drain in to Horse Bridge watercourse and consent from the Environment Agency is required and that an 8m buffer from the top of the bank of the water course should be provided. This is also satisfied as the submitted drainage strategy and plans demonstrate surface water is to be connected to the watercourse along the southern boundary which then drains via the land to the south in to the watercourse.

10.34 In terms of Flood risk the application has been accompanied by a site specific Flood Risk Assessment (FRA). During the course of the application this has been amended along with the drainage strategy to ensure that the surface water connects to the watercourse along the southern boundary and to ensure compliance with KDC7 and the infrastructure framework set out in the masterplan. The Environment Agency have been consulted on the application however they have advised that the application doesn't meet any of the criteria on their external consultation checklist and as such they are not required to respond. The Councils Drainage Engineer has raised no objections to the application subject to the development being undertaken in accordance with the submitted Drainage Strategy. The Drainage Strategy in summary demonstrates that the surface water from the site

is to be stored on site by way of onsite attenuation tanks and discharged at green field run off rate 15.6ltr per second to the adjacent surface water network and ultimately discharge in to the Horse Bridge watercourse. Foul water is to be pumped via a new on site pumping station located adjacent to the pedestrian/cycle link to the south in to the existing sewer located within Blackpool Road. As the dwellings are located within Flood Zone 1 there is no requirement for the applicant to satisfy the sequential or exceptions tests.

10.35 Whilst local concerns in relation to flooding are acknowledged, based on the development satisfying policy CDMP2 of the WLP31 the relevant KDCs of SA1/6 and the parameters set out within the masterplan, and the comments from the relevant professional consultees, it is not considered that there would be an unacceptable flood risk from the proposal. As such and subject to conditions, no unacceptable drainage issues are anticipated.

Ecology, Nature Conservation and Trees

10.36 The application is accompanied by an Ecological Assessment including great crested newt surveys and breeding bird surveys which have been assessed by Greater Manchester Ecological Unit (GMEU) and Natural England. The application itself is not a specific designation however Natural England and GMEU have advised that a screening opinion as to whether or not a Habitats Regulations Assessment (HRA) is required should be undertaken given the sites location is within 1.8km of the Morecambe Bay and Duddon Estuary Special Protection Area (SPA) and 3.2km of Liverpool Bay SPA, Special Area of Conservation (SAC), Site of Special Scientific Interest (SSSI) and RAMSAR. GMEU have undertaken a Stage 1 HRA Screening opinion on behalf of the Local Planning Authority which concluded that the proposal does not meet the criteria for residential development as it below the 50 unit threshold. However GEMU have, for the sake of completeness, gone onto consider the impacts and concluded that there is no likely impact on any feature that could be considered as part of the SPA or functionally linked land, which would hold the biodiversity interest of foraging/roosting land for overwintering wildfowl and waders. Based on the HRA undertaken for the sites adjacent there is unlikely to be any adverse impacts or likely significant effect from recreational disturbance on pink-footed geese. GMEU have advised that conditions relating to home owners packs and upgrading of notices and countryside furniture in relation to the nearby PROW should be attached if the application is approved. Natural England have been re consulted on the response from GMEU and are satisfied with the conclusions reached.

10.37 GMEU are satisfied that there is sufficient data to indicate that the onsite pond does not regularly support great crested newt but it is known they occur within the wider landscape. As the revised landscaping plans demonstrate the retention of the on-site pond within the TPO woodland GMEU are comfortable that site clearance could be undertaken subject to conditions relating to Reasonable Avoidance Measures (RAMS) along with other proposed precautionary measures which could be secured via condition. Other conditions deemed necessary relate to drainage measure and the protection of nesting birds. Again the observations received from public consultation are acknowledged, however subject to appropriate mitigation measures it is not considered that the proposed development would have a significant impact upon ecology or nature conservation of the site or the immediate locality.

10.38 The application has been accompanied by a detailed landscaping scheme which indicates the retention of all on site TPO Trees and the frontage hedgerow

save for a small section required for removal to accommodate the new access road. Whilst some hedgerows and trees are indicated for removal around some of the boundaries new tree planting is proposed. The Council's Tree Officer has advised that the contents of the submitted Arboricultural Impact Assessment are agreed and that subject to the enhancement of existing hedgerows and conditions relating to tree protection measures there is no objection to the proposals. Overall the proposed development complies with the parameters of the masterplan and satisfies KDC2 and 4 of the site allocation SA1/6 and also accords with paragraphs 174 - 177 of the NPPF and Policy CDMP4 of the WLP31.

Other Matters

Contamination

10.39 Matters relating to site contamination have been addressed in the application with the Council's Environmental Health Officer requesting that should permission be granted a post phase 1 contaminated land condition along with a watching brief condition should be attached.

Archaeology/Heritage

10.40 Poulton Historical and Civic society along with Lancashire County Council's Archaeologist initially raised concerns in relation to archaeological impacts that may arise. LCC initially advised that the site is near to the find spot of the famous Palaeolithic 'Poulton Elk' in 1970 and to the 1998 discovery of a human skull of Bronze Age date in a peat basin created by beaver damming. More recent discoveries include a Romano-British 'native' settlement to the east at Little Poulton, where what may be the first example in Lancashire of Roman-period iron working outside of a military site has been recorded. LCC recommended that a detailed programme of archaeological work and written scheme of investigation should be conditioned should permission be granted. However during the course of the application trial trenching had been undertaken which concluded no significant archaeological remains were present on site. As such LCC Archaeology have advised that they agree with the conclusion and that no conditions relating to this matter are required.

10.41 The council's Conservation Officer has advised that the proposed development lies some considerable distance from (approximately 300m to the west of) Poulton-le Fylde Conservation Area boundary and as such the development is not considered to have any material impacts upon the appearance or setting or the Conservation Area and is considered to sustain the significance of this designated heritage asset, thus complying with the NPPF and Policy CDMP5 of the WLP31.

Noise and Air pollution

10.42 The application has been accompanied by Air Quality and Noise Assessments. The council's Environmental Health Officer has verbally advised that the noise assessment and its conclusions are agreed and subject to the mitigation measures proposed being secured by condition it is not anticipated that the development will be adversely impacted from noise arising from nearby receptors. Construction noise would need to be considered within the Construction Environmental Management Plan which would need to be provided prior to development commencing. The Environmental Health officer has advised that the development is unlikely to give rise to additional impacts upon air quality and that the

assessment methodologies are appropriate and reasonable assumptions have been made. Therefore the development satisfies policy CDMP1 of the Local Plan.

11.0 CONCLUSION

11.1 The application site is suitable for a housing development, as it falls within site allocation SA1/6 of the Wyre Local Plan and is identified for housing in the Blackpool Road Masterplan. Matters relating to visual impact, amenity, mix, design, ecology, drainage and flood risk, trees and hedges are considered acceptable subject to conditions. However the applicant has confirmed that the development is not viable to provide any on site affordable housing and any of the required financial contributions towards health care and highway infrastructure (namely the Poulton Mitigation Strategy) and Travel Plan support. The Council disagrees with the applicant's findings on viability that none of these contributions can be provided. Nonetheless even if there was agreement on viability, officers are of the view that the benefits in delivering a bungalow development do not outweigh the significant harm caused in failing to secure the necessary contributions in order to mitigate the impact of the development. As such this would result in an unsustainable form of development which would be contrary to the policy requirements of the Local Plan.

12.0 HUMAN RIGHTS ACT IMPLICATIONS

12.1 ARTICLE 8 - Right to respect the private and family life has been considered in coming to this recommendation.

12.2 ARTICLE 1 - of the First Protocol Protection of Property has been considered in coming to this recommendation.

13.0 RECOMMENDATION

13.1 Refuse full planning permission.

Recommendation: Refuse

1. The proposal would involve the provision of 42 bungalow units for people aged 55 and over, thereby impacting on existing social, community and highway infrastructure. Policy SP7 of the Adopted Local Plan requires proposals to mitigate any adverse impacts of a development on existing infrastructure, by making a financial contribution where this is deemed necessary. Where appropriate, developments may be required to incorporate new infrastructure on site. In this instance the development is required to make 30% affordable housing provision (or off-site contributions in lieu of on-site provision) together with contributions towards the delivery of health care provision and the delivery of Poulton Highway Mitigation Strategy and Travel Plan support. The Council disagrees with the applicant's position and considers that some infrastructure could be provided whilst still making the development viable. Even if the Council was of the same opinion of the applicant that it was not viable, the significant harm caused by the development in failing to provide the necessary supporting infrastructure would outweigh any benefits to the development. Therefore the proposal would form an unsustainable development contrary to policies SP2, SP6, SP7, SP8, CDMP6, HP3 and SA1/6 of the Wyre Local Plan (2011-31), the approved Blackpool Road Masterplan and the NPPF.

2. The proposal would fail to secure the necessary financial contributions towards the delivery of the Poulton Highway Mitigation Strategy, a strategy deemed necessary to accommodate the level of development planned for Poulton-le-Fylde.

Failure to secure these contributions would make the application site less sustainable and would lead to increased traffic levels, congestion and ultimately, a detrimental impact on highway safety. This would be contrary to policies SP2, SP7, CDMP6 and SA1/6 of the Wyre Local Plan (2011-31), the approved Blackpool Road Masterplan and the NPPF.