

Planning Committee

2 August 2017

Item No	Site/ Video/ Photos	Application Number	Location	Proposal	Rec.	Decision
1	Video / Photos	15/00420/OUTMAJ	Land At Garstang Road Bowgreave Lancashire	Outline application (all matters reserved) for residential development and associated infrastructure	PER	
2	S	17/00050/REMMAJ	Land Off Lambs Road Thornton- Cleveleys Lancashire	Reserved matters application for the erection of 160 dwellings with associated works	PER	
3	S	17/00455/FUL	1 Maple Cottages Sowerby Road Inskip-With-Sowerby Lancashire PR3 0TT	Application for removal of condition 5 (relating to holiday accommodation) on Planning Permission 08/00385/FUL	REF	

arm/rg/pla/cr/17/0208lh5

Committee Report**Date: 02.08.2017**

Item Number	1
Application Number	15/00420/OUTMAJ
Proposal	Outline application (all matters reserved) for residential development and associated infrastructure
Location	Land At Garstang Road Bowgreave Lancashire
Applicant	Mrs P Stothert
Correspondence Address	c/o Mr Harry Tonge Steven Abbott Associates LLP Broadsword House North Quarry Business Park Appley Bridge Wigan WN6 9DL
Recommendation	Permit

REPORT OF THE HEAD OF PLANNING SERVICES**CASE OFFICER - Miss Susan Parker****1.0 INTRODUCTION**

1.1 This application is before the Committee for a second time. It was initially presented to the Committee on 22nd March 2017 along with other applications along the A6 corridor. At that meeting the Committee resolved to grant planning permission subject to the completion of a necessary S106 legal agreement to secure appropriate contributions towards highway improvement works and local education provision. This S106 has not yet been completed and so planning permission has yet to be formally granted. The application is back before Committee because, since the previous resolution, a tree preservation order (TPO)(no. 5 of 2017) has been introduced to cover two trees at the centre of the site and three hedgerow groups within the site and along the road frontage. The TPO is a formal designation and so its introduction requires consideration, however, as set out below, its application is not considered to represent a material change in circumstance and so no further consultation or publicity in respect of the application has been deemed necessary. There will not be another site visit as there is no material change in circumstance. Photos and a video will be made available at Committee.

2.0 ASSESSMENT

2.1 Whilst the imposition of a formal tree preservation order is a material change in circumstance in terms of documentation and legal protection, the physical situation on site has not changed. The trees now subject to the TPO were in situ when the proposal was previously considered by the Council's tree officer and there has been no change in terms of the visual amenity or ecology benefit that they offer. It was previously judged that the loss of the trees and hedgerows could be adequately compensated for by replacement planting that could be secured at reserved matters stage. The existence of a TPO will now provide a stronger basis for the agreement of a high quality landscaping scheme to include replacement tree and hedge planting as part of the detailed design. The Council's tree officer has provided further comments

to confirm no objection and that the TPO would provide a firm basis to yield a high quality landscape scheme. On this basis, no additional arboricultural harm is identified.

As such, the previous officer recommendation remains as follows:

- That members resolve to grant outline planning permission subject to conditions and a S106 legal agreement to secure appropriate financial contributions towards local education, sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision upon the upon the agreement of heads of terms with regard to the contributions towards the highway initiatives to be determined by LCC Highways and the satisfactory completion of the s106 agreement.

2.2 Whilst it is also recommended that a Grampian condition be imposed to prevent commencement of any development until and unless planning permission is granted for the development of Jct 2 M55 and the Preston West Distributor, it is considered that a decision on that scheme is likely to be made before a S106 agreement could be completed. In this circumstance the Grampian condition would be unnecessary and, should this prove to be the case, Members are asked to authorise the Head of Planning Services to issue the decision without the Grampian condition.

2.3 The previous report is set out below. It has been updated to include the information previously provided to Members in a separate introduction to the March Committee agenda and via update sheets. It also includes the latest calculations of the necessary contributions towards highway improvement works.

REPORT TO COMMITTEE 22/03/17

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REPORT OF THE HEAD OF PLANNING SERVICES

CASE OFFICER - Miss Susan Parker

1.0 INTRODUCTION

1.1 The application is before members for determination because it is a major development of strategic importance and is one of a number of applications for major-scale residential development along the A6 corridor. As such, it is officer opinion that the applications that are ready to be determined should be considered together so that issues of cumulative impact and comparisons of sustainability can be given due consideration. This approach is explained in more detail in the introductory report to the agenda which sets out how Lancashire County Council has considered all the current applications within the A6 corridor. That report should be read together with, and taken as a material consideration in conjunction with this report in reaching a decision on the application.

1.2 A site visit is proposed to enable Members to fully understand the proposal notwithstanding the information provided as part of the application, and because the full nature of the site and surroundings cannot be satisfactorily communicated through photographs.

2.0 SITE DESCRIPTION AND LOCATION

2.1 The application relates to 2.3ha of land to the east of Garstang Road in Bowgreave. The site is roughly square with an angled north-eastern boundary. It lies immediately to the south of Garstang Community Academy and to the north of the Friends Meeting House, a Grade II Listed Building accessed from Calder House Lane. Mature trees bound the site which comprises rough grassland with meadow flowers. There is an existing vehicular access point off Garstang Road. Residential properties face the site on the opposite side of the main road with additional private homes to the south facing Calder House Lane. The site falls within Flood Zone 1 and

is therefore at low risk of flooding. The site also falls outside of any Mineral Safeguarding Areas and there are no public rights of way in the immediate vicinity.

3.0 THE PROPOSAL

3.1 The application seeks outline planning permission for the erection of a residential development with associated infrastructure. All matters are reserved for later consideration. However, the indicative information submitted with the application suggests that up to 46 new homes could be developed on the site. A single access point is shown to be taken off Garstang Road.

3.2 The application is supported by an:

- Illustrative masterplan and associated drawings
- Design and access statement
- Ecological appraisal
- Heritage statement
- Transport statement
- Land quality assessment

4.0 RELEVANT PLANNING HISTORY

4.1 No relevant planning history identified for this site.

5.0 PLANNING POLICY

5.1 NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

5.1.1 The Framework was published on the 27th March 2012. It sets out the Government's planning policies for England and how these are expected to be applied in the determination of planning applications and the preparation of development plans. The NPPF sets out a presumption in favour of sustainable development (paragraph 14). Sustainability comprises economic, social and environmental dimensions and the planning system is intended to play an active role in the delivery of sustainable development. Proposals that accord with the development plan should be approved without delay and proposals for sustainable development should be supported where possible.

5.1.2 Twelve core planning principles are identified. These include supporting sustainable economic development to meet local need; securing high quality design and a good standard of amenity; recognising the different roles and characters of different areas; accounting for flood risk; conserving and enhancing the natural environment; encouraging the effective use of land and mixed use developments; actively managing patterns of growth to maximise use of sustainable transport modes; and delivering sufficient community and cultural facilities and services to meet local needs.

5.1.3 Section 4 promotes sustainable transport and the location of development to maximise use of sustainable travel modes.

5.1.4 Section 6 relates to the delivery of a wide choice of high quality homes. This section expects Local Planning Authorities to identify a five year supply of housing land with an additional 5% buffer to promote choice and competition in the market. Housing applications should be considered in the context of the presumption in

favour of sustainable development. In rural areas, new housing should be located where it would enhance or maintain the vitality of existing communities. Isolated new homes should be avoided unless special circumstances can be demonstrated.

5.1.5 Section 8 promotes the creation of healthy communities and acknowledges the important role the planning system can play in delivery.

5.1.6 Section 10 considers the challenge of climate change, flooding and coastal change. Inappropriate development in areas of flood risk should be avoided and the sequential test should be applied to direct development away from the areas of highest risk. Where development is necessary, it should be made safe without increasing flood risk elsewhere.

5.1.7 Section 11 aims to conserve and enhance the natural environment. This sections states that impacts on biodiversity should be minimised and net gains provided where possible.

5.1.8 Section 12 seeks to conserve the historic environment. Development that would cause harm to a heritage asset must be weighed against the benefits of the scheme with regard to the level of impact and significance of the asset affected, including its setting.

5.2 NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

5.2.1 The NPPG provides advice on Government policy. The sections below are of particular relevance to the application.

5.2.2 Health and well-being - this section sets out the links between health and planning and the need to encourage opportunities for community engagement and healthy lifestyles.

5.2.3 Natural Environment - this section explains key issues in implementing policy to protect biodiversity, including local requirements. Particular reference is given to landscape, biodiversity, ecosystems, green infrastructure, brownfield land, soils and agricultural land.

5.2.4 Rural housing - this section makes it clear that it is important to recognise the particular issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the viability of facilities and services and the broader sustainability of villages and smaller settlements.

5.2.5 Travel plans, transport assessments and statements in decision-taking - this section discusses what these documents are, how they relate to one another, why they are important and what should be taken into account in their preparation.

5.3 WYRE BOROUGH LOCAL PLAN 1999 (SAVED POLICIES)

5.3.1 The following saved policies are of most relevance:

- SP8 - Definition of small rural settlements
- SP13 - Development in the countryside
- SP14 - Standards of design and amenity
- ENV7 - Trees on development sites
- ENV13 - Development and flood risk

- ENV15 - Surface water run-off
- H13 - Open space in new housing developments
- CIS6 - Securing adequate servicing and infrastructure

5.4 EMERGING LOCAL PLAN

5.4.1 A Preferred Options version of the Wyre Core Strategy underwent public consultation between 2 April and 21 May 2012. It therefore presently forms a material consideration of limited weight in the consideration of planning applications in accordance with paragraph 216 of the National Planning Policy Framework (March 2012). The weight to be attached to these policies will increase as the Core Strategy progresses towards adoption.

5.4.2 The following emerging policies are of most relevance:

- CS1 - Spatial strategy for Wyre: distribution of development
- CS2 - Spatial strategy for Wyre: settlement and centre hierarchy
- CS9 - Strategy for Garstang and Catterall
- CS13 - Sustainable development
- CS14 - Quality of design
- CS15 - Economy, regeneration and learning
- CS16 - Transport, accessibility and movement
- CS18 - Green infrastructure
- CS19 - Biodiversity and geodiversity
- CS20 - Housing mix
- CS21 - Affordable housing
- CS24 - The countryside
- CS25 - Flood risk and water resources

5.5 SUPPLEMENTARY PLANNING GUIDANCE

5.5.1 SPG2 - Trees and development - this document sets out the Council's approach to the protection of trees affected by development and the provision of new trees.

5.5.2 SPG4 - Spacing guidance for new housing layouts - this document specifies the minimum separation distances considered to be acceptable to safeguard residential amenity and avoid physical dominance. In general for two storey developments, 21m should separate front and rear elevations, 13m should separate front/rear and side elevations, and 2m should separate side elevations.

5.6 EVIDENCE BASE DOCUMENTS

5.6.1 THE RURAL AFFORDABLE HOUSING NEEDS SURVEY (2015) concludes that there is considerable need for affordable housing across the Borough of Wyre to ensure long-term community sustainability.

5.6.2 FYLDE COAST STRATEGIC HOUSING MARKET ASSESSMENT (SHMA) 2013 - this document was produced for the Fylde Coast Authorities (Wyre, Fylde and Blackpool) to provide evidence as to how many dwellings of different tenures may be needed over the next 15 years and beyond. The report presents an understanding of the sub-regional housing market and identifies a need for new housing across the Fylde Coast. The 2013 Fylde Coast SHMA and Addendums I&II represents the most up-to-date assessment of OAN for Wyre. Addendum II completed in February 2016

takes account of the 2012 Household projections and updated economic growth projections in the 2015 Employment Land Study Update and Addendum. The SHMA Addendum II indicates that Wyre's OAN lies between 400 - 479 dwellings per annum from 2011 - 2031 with a recommendation that the OAN figure should be at the upper end of the range. The Council has accepted 479 dwellings per annum as the OAN figure for the Local Plan. There is an estimated need for 300 affordable homes per year (over the next 5 years).

5.6.3 WYRE SETTLEMENT STUDY (2016) - this study ranks the settlements within the borough according to their economic and social role using four indicators. These are population; the level of services and facilities provided; the accessibility of public transport and the connectivity to other settlements; and the employment opportunities available. These indicators are considered to be central to the notion of sustainability as they reflect the extent to which settlements can be economically and socially self-supporting. The overall settlement rank of the borough is provided in Appendix 5 of that study. Bowgreave is ranked twelfth on the list.

6.0 CONSULTATION RESPONSES

6.1 BARNACRE WITH BONDS PARISH COUNCIL - objection. The Council has previously objected to similar proposals in Bowgreave. The site is in open countryside and so the proposal is contrary to Policy SP13. Housing has been approved previously in the area but only where it has been affordable housing. There is no need for additional affordable housing. Bowgreave is ribbon development not a village and so the development would be in rural countryside. The scheme would result in the loss of mature trees. A dangerous junction would be created and the proposal would have a major detrimental impact on traffic, congestion and highway safety. The footpaths in the area are inadequate and need improvement. The Local Highway Authority should be consulted. The cumulative impact of this proposal and those in the wider Garstang area should be considered, particularly in terms of the number of children walking to Garstang Academy. Inadequate drainage information has been provided. The PC is not aware of an adjacent watercourse and underlying boulder clay would preclude the use of soakaways. The topography of the area has resulted in flooding on Garstang Road and Calder House Lane and this would be exacerbated by the development. The scheme would increase strain on existing community services, including local primary school.

6.2 HIGHWAYS ENGLAND

6.2.1 The application site falls within the village of Bowgreave some 10km north of Preston. The response of LCC as LHA is noted. The transport statement (TS) submitted references the NPPF and the White paper but does not reference local planning policy documents or any HE guidance. A development of this scale would not necessarily require consultation of HE. TSs are typically prepared for smaller schemes as a basic assessment. More complex proposals require a wider consideration including assessment of junction operation and impact. The document submitted provides local traffic count data but no information for the strategic road network (SRN). Appropriate peak hours are identified but no reference is made to future assessment years or to any known committed developments. The TS provides high level assessment of trips accessing Garstang Road only. An appropriate assessment of the impact of committed developments should be made and this should be clarified with the LPA and LHA.

6.2.2 HE has independently considered trip rates and those presented are judged to be acceptable. As the trip generation for the proposed development is lower than 30 total trips in each of the peak hours, it is considered acceptable that no detailed operational assessment has been undertaken. The development generated trips would dissipate across the local highway network and so only a proportion of these would access the strategic road network (SRN) at J1 of the M55. Even if it were assumed that all trips would access the SRN, based on the information submitted, this would only equate to a maximum of 20 trips using one of the slip roads in each of the peak periods. This would be highly unlikely to result in an adverse impact. A site specific Framework Travel Plan would be required and should be secured through condition. It is considered that this application would have no material impact on M55 J1. As the development, in isolation, would not have an adverse impact on the SRN, no objection is raised subject to the imposition of a condition on any permission granted to require the agreement of a travel plan.

6.3 ENVIRONMENT AGENCY - no objection. The site falls within Source Protection Zone 3 but there are no concerns given the low risk nature of the proposal. The site falls within flood zone 1 and so a surface water flood risk assessment incorporating a drainage strategy is required. Any works affecting the ordinary watercourse adjacent to the site may require consent. These are the responsibility of the Lead Local Flood Authority.

6.4 UNITED UTILITIES - the site should be drained on separate systems with foul draining into the public sewer and surface water draining in the most sustainable way with order of preference given to a soakaway or infiltration system, a watercourse or, where that is not practicable, a surface water sewer. A condition should be attached to any permission granted to require details of foul and surface water drainage to be agreed. Surface water should be drained using SUDS with discharge restricted to existing runoff rates. The applicant should refer to the Environment Agency Groundwater Protection: Principles and Practice (GP3) document. There are United Utilities abstraction boreholes in the area and the site is located within Source Protection Zone 2. The prevention of pollution of drinking water supplies is critical and attention is drawing to document G12 'Discharge of clean roof water to ground'. All roof water down-pipes must be sealed against pollutants entering the system from surface water run off or other forms of discharge with no new pathways created. SUDS use is supported but appropriate treatment is required for discharge from roads, car parking and public or amenity areas. A risk assessment may be required as may approval from the local SUDS approval body. United Utilities mains would need to be extended to serve the site at the applicant's expense as would a separate metered supply to each unit with all fittings to current standards. The level of cover to mains and sewers must not be compromised. The applicant should contact United Utilities. The applicant must demonstrate the exact relationship between the development and United Utilities assets. If a sewer is discovered during construction, a Building Control body should be consulted.

6.5 LANCASHIRE COUNTY COUNCIL (FLOOD AUTHORITY) - no objection. The submitted flood risk assessment (FRA) has been considered. This document notes a surface-water drainage ditch running along the north-eastern boundary of the site that likely discharges into the Little River Calder. However, it is noted that the land level falls away from this ditch. The FRA states that infiltration will be carried out to determine if this option is suitable although initial studies of ground conditions suggest not. In the event that it is not, the drainage ditch would be used. For this, Land Drainage Consent would be required. Discharge rate should be restricted to the pre-development greenfield rate up to and including the 1 in 100yr (+30% for climate change) storm event. The proposed attenuation pond should also be sized to

accommodate this level event in preference over the use of exceedance routes. Any culverting or works to an ordinary watercourse that may impede the flow of water would require consent and this is not ordinarily granted. The applicant must consider existing condition and capacity, downstream conditions and the implications of the development, and restrict discharge to the greenfield rate. It must also be demonstrated that no negative impacts on the water quality or ecology of the watercourse would result from the development or construction. Guidance is available on the Environment Agency website. The grant of planning permission does not confer land drainage consent. Three conditions are recommended for attachment to any permission granted to require development to proceed in accordance with the FRA and to require a drainage strategy and lifetime maintenance plan to be agreed.

6.6 LANCASHIRE COUNTY COUNCIL (HIGHWAYS) -

GENERAL COMMENTS IN RESPECT OF DEVELOPMENT ALONG THE A6 CORRIDOR

6.6.1 An unprecedented level of development has been recently proposed in this area of Wyre. Cumulative impact has been considered and mitigation identified to support sustainable development. The A6 has been modelled from the M55 J1 to north of Garstang. A list of necessary highway infrastructure to maximise the level of development that can be accommodated in this area has been compiled. Co-ordinated, development funded change is needed to make the A6 more efficient and effective. It must be noted that development in Wyre also relies on changes funded by, or infrastructure provided by, schemes in Preston. The necessary mitigation measures would be secured through S106 and S278 legal agreements. Contributions sought reflect expected delivery costs and may change at detailed design stage. The strategy for the A6 does not include contributions towards public transport services or travel planning.

6.6.2 Given the limited capacity available in the A6 corridor, a staged approach taking account of risk was advocated and this was followed in the Wyre Planning Committee meeting on 22nd March 2017. It consisted of County's strategy being presented to Members, the Committee determining which applications were to be supported, and the issuing of planning permissions then being delegated to the Head of Planning Services once specific infrastructure requirements for each scheme had been agreed. The intention in pursuing this approach was to ensure an equitable distribution of mitigation costs between the different schemes.

6.6.3 As stated, significant work has been undertaken modelling the A6 including key junctions, new traffic data and committed development and other influencing proposals both within Wyre and neighbouring boroughs. Of key importance is the delivery of a new junction (J2) on the M55, the Preston Western Distributor (PWD) route and other infrastructure improvements including the Broughton Bypass and other North-West Preston Masterplan highway works. The additional modelling has revealed that additional development can be supported to that previously identified.

6.6.4 With regard to J1 of the M55, this had previously been assessed using a LINSIG signal model supported by a spreadsheet model and capacity issues were originally identified. However, the planning application for the PWD road included supporting information from a strategic Saturn model. This strategic model allowed traffic redistribution arising from the scheme to be investigated and enabled committed and pending development proposals to be considered across a wider area. The outputs supported modelling of Broughton Roundabout using LINSIG software to test the capacity of that junction in 2026 with the impacts of smaller

schemes and traffic growth factored in through TEMPRO. The work reveals that M55 J1 would operate at the limit of its theoretical capacity providing for the development assessed. This degree of operation depends upon the widening of both off slip roads from two to three lanes, the delivery of the PWD road and East-West link with a new M55 J2, and the provision of a link road between D'Urton Lane and Eastway. It also assumes that Broughton bypass and four southbound lanes to Broughton roundabout are operational. Currently £695,000 has been secured towards these measures which are estimated to cost £1.2m. This leaves a funding gap of £505,000 to be met through development.

6.6.5 It must be noted that individual changes ultimately provide A6 corridor benefits but also influence parts of the local and wider network and junctions, particularly in Preston, by affecting traffic levels and patterns of movement. The PWD infrastructure and new motorway junction would satisfy the needs of much of NW Preston as well as redistribution from the A6 corridor. At the current time, the applications for the PWD and M55 J2 have not been determined and so the benefits to the A6 corridor cannot be allocated to all of the development under consideration. It must also be noted that M55 J2 and the PWD have been funded by the Preston City Deal or by Preston Community Infrastructure Levy (CIL) monies.

6.6.6 In respect of other schemes, it is considered that the Broughton bypass will be completed and operational by mid-2017. The D'Urton Lane link is progressing well and the initial S278 works are being delivered. Road construction is expected to commence in the first quarter of the 2017-2018 financial year. Funds for the slip-road improvements to M55 J1 must come from Wyre developments and must be collected sufficiently early to enable the scheme to be designed and delivered without funds having to be returned.

6.6.7 Based on these works and known committed developments, it was considered that an additional 176 two-way trips at the average peak could be supported in advance of M55 J2 and the PDW being committed (approved). This figure was reported to the Wyre Planning Committee at its meeting on 22nd March 2017 and formed the basis for decisions on that day. In terms of distributing this capacity fairly, it should be noted that development impacts have been determined using Turner Lowe information rather than the information set out in individual transport assessments to ensure consistency.

6.6.8 In terms of development along the A6, cumulative impact must be taken into account. It is recognised that development in Barton would have a much greater propensity to generate trips south than schemes further north. Schemes around Garstang, Catterall and Cabus have potential for greater impact on the section of the A6 including the key junctions at the A586, Longmoor/Moss Lanes, and the Croston/Cockerham Roads signals. The applications submitted in 2015/2016 did not provide sufficient information for the cumulative impact on these junctions to be considered. However, in 2014 three schemes were submitted in this area (at Daniel Fold Lane and Joe Lane in Catterall and at Nateby Crossing Lane in Garstang) and one included an adequate cumulative assessment. This enabled LCC to develop a coordinated strategy of highway improvements. More recently, a 2015 application (at Garstang Golf Club) has provided an updated cumulative assessment. This has enabled LCC to reach an informed decision and conclude that, subject to the delivery of major improvement schemes, a level of development that includes the houses proposed under this application can be supported.

6.6.9 The works considered necessary to support this development are as follows:

INITIATIVE 1 - A6 Barton to Garstang Sustainable Transport Strategy

- (i) Provide continuous cycle lanes along the full length, achieved through carriageway widening, central hatching narrowing and coloured surfacing as appropriate;
- (ii) Provide traffic islands or refuge islands in central hatched area. This would help regulate traffic speed and provide improved crossing places;
- (iii) Use of gateway features to emphasise village entry points;
- (iv) Use of red textureflex sparingly but also continuously where required;
- (v) A review to declutter and re-sign, including SPIDs as appropriate;
- (vi) Speed limit review and supporting necessary changes to lower speeds to 40mph or 30mph where appropriate;
- (vii) Review of bus stops in the corridor and improvements to quality bus standards as appropriate.

This has been further split into seven schemes to ensure compliance with the CIL tests as follows:

- Scheme A - Longmoor Lane to north of Gubberford Lane - estimated cost £150,000 plus S278 works;
- Scheme B - A586 to Longmoor Lane/Moss Lane - estimated cost £130,000 plus S278 works;
- Scheme C - canal bridge north of Bilsborrow to A586 - estimated cost £120,000 plus S278 works;
- Scheme D - White Horse Lane to canal bridge north of Bilsborrow - estimated cost £120,000 plus S278 works;
- Scheme D1 - provision of toucan crossing, Bilsborrow - estimated cost £100,000;
- Scheme E - north of Broughton bypass to White Horse Lane - estimated cost £100,000 plus S278 works;
- Scheme F - Garstang town centre - estimated cost £75,000.

INITIATIVE 2 - WIDER IMPROVEMENT OF A6/CROSTON BARN ROAD/GREEN LANE WEST/COCKERHAM ROAD/CROSTON ROAD SIGNALISED JUNCTION

Originally this was to be funded and delivered through the three major schemes submitted in 2014 (Daniel Fold Lane, Joe Lane and Nateby Crossing Lane). The 2015 strategy included upgrade to MOVA operation and the provision of pedestrian and cycle facilities. A further improvement scheme has now been identified whereby Croston Barn Lane would no longer be a through route and the stopping points on the other roads would be brought forward to make the junction smaller.

INITIATIVE 3 - IMPROVEMENT OF MOSS LANE/LONGMOOR LANE PRIORITY JUNCTION

The improvement scheme proposed would include S278 work supplemented by S106 funding and would include speed limit review, safety improvements and improvements for pedestrians and cyclists.

INITIATIVE 4 - IMPROVEMENT OF A6/A586 PRIORITY JUNCTION

A scheme was identified in 2015 which can be delivered in stages. The full scheme includes full signalisation, pedestrian and cycle facilities, speed reduction and other safety measures. This was costed at £500,000 to be secured through S106. Of this, £350,000 has already been secured from the 2014 schemes at Daniel Fold Lane and Joe Lane. Since then, additional measures have been identified and an enhanced scheme developed. This scheme would cost £700,000 with the £350,000 shortfall to be funded by development.

INITIATIVE 5 - M55 J1 WESTBOUND OFF SLIP IMPROVEMENT (ADDITIONAL LANE)

Since initial conception a more detailed cost estimate has been carried out and the scheme would now cost £700,000

INITIATIVE 6 - M55 J1 EASTBOUND OFF SLIP IMPROVEMENT (ADDITIONAL LANE)

The estimated cost of this scheme is £600,000

6.6.10 A spreadsheet has been provided which contains the schemes identified in the highway strategy, the cost of each measure, the number of contributions currently secured from committed developments for each scheme, the areas where S278 works are integral to the strategy. LCC require all off-site highway works to be delivered under S278 agreements with no capping of contributions. The costs take account of design costs, site supervision, traffic management, utilities, part 1 claims and phasing. Contributions would have to be index linked and flexible to ensure the delivery of meaningful schemes. LCC would need to be party to any S106 agreements and these must be CIL compliant.

SPECIFIC COMMENTS IN RELATION TO THIS APPLICATION

6.6.11 (A) Main Site Access Strategy - Access is a reserved matter and as such the access shown on any plans is only indicative of what may be provided. The only possible access to the site would be onto Garstang Road. Given the scale of the development and existing traffic conditions on Garstang Road a simple priority junction is considered sufficient. A speed survey was undertaken by the developer and the indicative access plan shows that the necessary junction geometry and associated sightlines can be provided. Given the length of the site frontage to Garstang Road it is possible that 2 vehicular accesses could be provided, however, LCC would recommend that a singular vehicular access be provided and consideration be given to a secondary access limited to use by pedestrians and cyclists.

6.6.12 B) Transport Assessment - Given the scale of the development it is the norm that the application is supported with a Transport Statement (TS) and not a full Transport Assessment (TA). A TS concentrates on the local impact of the

development only and does not fully take into account the effects of the development on the wider highway network. The TS does not take into account committed developments nor has any cumulative impact assessment been undertaken to show whether or not there would be issues should some or all of current proposals come forward. This development will generate around 28 vehicle movements in the AM and PM peak hours. No traffic growth or assessment years has been provided. The trip rates used in the TS are comparable with those used in the assessment of the developments at Joe lane, Daniel Fold and Nateby Crossing Lane and as such are acceptable for this site on this occasion. Distribution of traffic only considers the site access and no assignment of trips beyond this junction. Using the distribution which was agreed for the approved Daniel Fold and Joe Lane sites the following is representative of the immediate area of the development site.

- To/from Preston along the A6 - 50% of development traffic
- To/from Lancaster along the A6 - 26%
- To/from Garstang along the B6340 - 12%
- To/from Blackpool / Poulton along the A586 - 9%
- To/from Longridge / Ribble Valley - 3%

6.6.13 The TS identifies 4 injury accidents in the vicinity of the development site. The latest injury accident data shows 5 injury accidents within 500m of the development site. When causation factors are examined there is no evidence to show that the traffic from the development would have a severe impact on road safety on the wider local highway network.

6.6.14 No off site highway works are proposed by the developer.

6.6.15 No junction operational assessment has taken place, although given the existing and future levels of traffic on Garstang Road and the level of traffic generated by the development proposal this is not a major concern for the safe operation of the site access. What is of concern is the cumulative impact of development traffic on the A6 corridor. Should the improvements to M55 Jct.1 take place the impact of this development (even when committed development is considered and with the cumulative impact of the other developments currently being considered) would not be unacceptable. Development traffic to/from Lancaster will impact on the A6/Croston Road (6 arm traffic signals) and as such the impact of this development and the cumulative impact of other developments currently under consideration need to be taken into account. The developer has not undertaken any analysis to demonstrate that the impact would not be severe. Development traffic to/from Blackpool/Poulton will impact on the A6/A586 junction and as such the impact of this development and the cumulative impact of other developments currently under consideration need to be taken into account. The developer has not undertaken any analysis to demonstrate that the impact would not be severe. The impact of development traffic along other routes is considered acceptable, even when committed development is considered and with cumulative impact of all development currently under consideration is taken into consideration.

6.6.16 The NPPF states in paragraph 17 that development should "make the fullest possible use of public transport, walking and cycling and focus significant developments in locations which can be made sustainable". In the TS the developer states, with respect to accessibility, that it "is clearly evident that the site is accessible by sustainable modes of transport, in compliance with national and local policy on transport". Apart from widening the footway along the Garstang Road frontage of the development site, which would be necessary in part to provide adequate visibility, the

developer has offered nothing to improve pedestrian, cycling or public transport infrastructure / services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. The development is below the threshold for a Travel Plan, however, this does not mean that travel planning initiatives should be ignored. The developer has offered to widen the footway along the Garstang Road frontage of the development to 2m. The nearest bus stops (northbound and southbound) are located within 100m of a possible site access, with the whole site within 400m and there are regular bus services linking the site to Preston, Garstang, Blackpool and Lancaster. These bus stops do not provide raised boarding areas, which we expect to be provided to improve accessibility at these stops for a wider range of users.

6.6.17 Update to comments above - LCC held a meeting with the developer on 25 January 2017. At the meeting agreement was reached on local sustainable transport improvements. The developer has agreed to provide upgrades to local bus stops and that they could be secured through an appropriate planning condition. Discussion took place on the wider highway impacts of the development. Whilst no cumulative impact has been undertaken by this developer, work has been undertaken by another developer with subsequent further work undertaken by LCC. This work has provided a 'Cumulative Assessment' for the northern section of the A6 corridor which included consideration of this development site. This latest work negates the need for further assessment by this developer and has ultimately allowed an informed decision to be reached on this and other applications under consideration.

6.6.18 (C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - as the application is in outline form the site layout is only indicative. The indicative layout raises no major concerns. However, would advise that prior to the submission of any reserved matters application (should outline permission be granted) the developer should consult with LCC to ensure that the internal layout meets with adoptable standards.

6.6.19 (D) S278 Works - The construction of the site access and the provision of the 2m wide footway along the full Garstang Road frontage of the site would need to be carried out under an s278 agreement. Any s278 works should include the upgrading of the northbound and southbound bus stops nearest to the site access.

6.6.20 (E) Planning Obligations (s106 Planning Contributions)- It is appropriate to seek planning obligation contributions from this development to support improvements to the local network and sustainable transport links. This funding will be used to implement changes to limit the negative impact of this large development on the existing congested network. Since first consideration on 22nd March 2017, a co-ordinated request for Section 106 contributions towards the identified strategy has been provided. For this site, a contribution of £118,000 would be sought towards initiative 4 as detailed above.

6.6.21 (F) Recommendation - In order for LCC to have no objection to the proposed development at this present time, this development in combination with any other of the A6 developments must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 14 trips at M55 Jct. 1. Once Jct. 2 / PWD is committed which would then release further network benefits then LCC would have no objection to this scheme subject to securing appropriate mitigation as detailed above. This development must be part of an acceptable strategy that includes satisfying necessary s106 funding requirements. On the above being satisfied, LCC Highways would offer no objection to the proposed development providing that appropriate funding (s106) for sustainable measures is secured; that

all s278 measures agreed / detailed above are delivered by the developer in line with agreed trigger points; and conditions are agreed (including if necessary the use of Grampian type conditions) and are put in place to ensure these necessary measures are delivered by the developer in line with required trigger points. If you are minded to approve this application, LCC would be willing to provide suggested suitable conditions.

6.7 LANCASHIRE COUNTY COUNCIL (EDUCATION) - at the present time the development proposed would generate a requirement for financial contributions of £148,219.83 towards local primary education provision (11 places). LCC intend to use the primary education contribution to provide additional Primary places at Garstang St Thomas' Church of England Primary School. LCC confirms that there are 2 secured Section 106 pooled against Garstang St Thomas' Church of England Primary School, although the Primary school has been proposed as an expenditure project in relation to other applications (ref: 15/00040/OUTMAJ and 16/00055). LCC will not be seeking a contribution towards secondary places although note that as there are a number of applications that are pending a decision that could impact on this development should they be approved prior to a decision being made on this development the claim for secondary school provision could increase up to maximum of 5 places. This would result in a maximum secondary claim of £101,517.95 towards local secondary education provision. These figures represent the current position and would have to be reassessed once accurate bedroom information is available.

6.8 GREATER MANCHESTER ECOLOGY UNIT (GMEU) - the site is not designated for its nature conservation value and is considered to have only low potential to support protected or priority species except for foraging bats and nesting birds. It is agreed that the adjacent pond would have low potential to support great crested newts. The grassland has limited nature conservation value. The woodland along the boundaries is mature with fair variety and structure and is of good local nature conservation value. Retention may be difficult and there will be pressure in the future from increased disturbance and residents wishing to prune or thin the trees. The layout of the site should be designed to avoid harm to trees and woodland. All existing trees shall be retained unless specifically indicated for removal and all retained trees shall be protected during construction in accordance with BS5387:2012 and for five years following completion. Trees that die or become damaged should be replaced. Trees scheduled for removal should be surveyed for roosting bats. If bats are found then a Method Statement would be required to give details of measures to avoid harm to the bats and must be implemented in full.

6.9 LANCASHIRE CONSTABULARY - external doors should be to PAS 24:2012 standard. Dwellings should be oriented to allow good natural surveillance in a cul-de-sac arrangement. Link footpaths between footpaths should be avoided. External doors should be lit and even coverage of street-lighting would be needed, this not to be obscured by planting. Footpaths through open space should be wide and open and lit where possible. Parking courts should be kept to a minimum and, where provided, should be overlooked and well-lit. Back-to-back gardens are recommended with 1.8m close-boarded perimeter fencing and lockable gates. Defensive planting should be provided where private gardens adjoin public open space. Rear access alleyways should be avoided but, where provided, they should be gated, lit and overlooked. Utility meters should be located close to the front elevation to avoid the need for access. Garages and sheds should not have windows allowing a view in. Sheds should incorporate anti-tamper fixings.

6.10 HERITAGE TRUST FOR THE NORTH WEST - no response received in time for inclusion in this report.

6.11 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) - the site falls within flood zone 1 and so is at low risk of flooding. The application states that surface water would be managed through SUDS whereas the submitted flood risk assessment suggests discharge to a watercourse. This requires clarification. Discharge from the development would be reliant on the operation of a pump.

6.12 WBC SERVICE DIRECTOR - PEOPLE AND PLACES (PARKS AND OPEN SPACES) - the provision of public open space within the development is noted. Feedback on the details of the proposed play equipment would be provided in due course. The applicant should clarify if a management committee would be set up for the future maintenance and management of the site.

6.13 WBC SERVICE DIRECTOR - PEOPLE AND PLACES (TREES) - the status of the hedgerows must be determined. Hedgerows are priority BAP UK habitat and, if the ones on site are deemed to be important, they should be retained. Mature woodland abuts the western boundary of the site and runs NNW to SSE. It connects to a mature wooded area to the north. It is noted that some trees would be lost and approximately 30% of the central hedgerow would be removed. However, a significant number of replacement trees are proposed. A full tree survey including an arboricultural implications assessment, tree protection plan and tree protection method statement is required. Details of how the hedgerows would be protected, transplanted or replaced would also be needed. Details of replacement tree planting would be required as part of a landscaping scheme.

6.14 HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE AND DUST) - no noise impact assessment is considered necessary. However, should planning permission be granted, a condition should be attached to prevent work during demolition and construction on Sundays and Bank Holidays and outside the hours of 0800-1800 Monday to Friday and 0800-1300 on Saturdays unless otherwise first agreed with the Council. A dust management plan should also be required by condition.

6.15 HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) - standard condition requiring a desk study to be carried out prior to commencement of development should be attached to any permission granted. The desk study should be based on as wide a consultation as possible in accordance with BS10175:2011. There is little site history to suggest significant contamination but there are potential sources close to and adjacent to the site, including depot/timber yard to the west. It is claimed that recent redevelopment will have included remediation but there is no information to support this. The preliminary conceptual site model appears broadly acceptable but it must be demonstrated that there is no risk from the timber yard or some investigation is required. Gas monitoring is proposed and the programme appears acceptable. The number and location of wells should be confirmed. Sampling points should be targeted at the adjacent depot and environmental samples taken. The responsibility for the safe development of the site rests with the developer.

7.0 REPRESENTATIONS

7.1 Twenty-seven representations have been submitted (including four from the same respondent) raising the following issues.

- Absence of Local Plan should preclude development
- Impact on the character and community of the area

- Potential for Garstang, Bowgreave and Catterall to coalesce
- Greenfield site, not infill, would set precedent
- Excessive in scale and density for the size of the settlement
- Many other houses proposed in the area, cumulative impact
- No need for additional housing
- Additional strain on local education, medical, police, fire and parking facilities/services
- No provision of community services or housing for young people
- Loss of green space
- Loss of agricultural land
- Visual impact
- The traffic survey has been carried out before the approved housing has been developed and is therefore inaccurate
- The main road is very busy with high traffic speeds
- At peak times there is severe congestion around the school
- Footpaths are inadequate
- Cars park on and use Calder House Lane and Dimples Lane as alternative routes
- Increased traffic
- Impact on highway safety, particularly for school children
- Inadequate visibility from tree retention
- Scheme would be dependent upon private car use
- The area is subject to flooding
- Development would exacerbate existing flooding
- Flooded roads compromise highway safety
- Impact on heritage/historic value
- The existing trees cannot be relied upon as a buffer
- It is unclear what the buffer zone would be planted with
- The housing to the rear of the Quaker meeting house would have to be very low level
- The area to the rear of the boundary wall with the Quaker meeting house includes graves and is used for the scattering of ashes
- Impact on Quaker meetings from noise disturbance
- Should be no access from the development to Calder House Lane
- Design of new properties is generally not in-keeping
- Impact on wildlife and loss of trees and habitat
- Increased noise
- Damage from traffic
- Impact on tourism
- Other schemes in the area are objected to

7.2 The Committee should note that Representations made in respect of other development proposals cannot be taken into account as part of the assessment of this application.

7.3 A letter has been received from Lancashire North Clinical Commissioning Group (CCG) who raise concerns about the planned housing developments along the A6 corridor and the impact that this will have on primary care provision and demand for other health care provision like community services including district nurses. Any substantial increase in population will have a huge impact on these practices. The CCG would expect that prior to any plans to build these houses being progressed, the impact that this would have on the ability to provide appropriate and safe healthcare is fully assessed.

7.4 A letter has been received from Windsor Surgery (Garstang Medical Centre). This provides background information on the impact on Primary Care health services which will occur following the inevitable increase in patient list sizes due to the proposed housing developments around Garstang. There is no further scope for innovative working within its building to free up more space or facilitate increased capacity of work. There is a fear they will be unable to provide adequate care, given their current limits on Primary Care provision. They are aware they will now be hamstrung by the resultant massive increase in list size which will be generated by these housing developments. They would submit that any planning for further housing development should have adequate provision to meet the healthcare needs of the local population. They would support any levy of funding which allowed this to happen in the Garstang area.

8.0 CONTACT WITH APPLICANT/AGENT

8.1 Dialogue maintained throughout the application process to request additional information as required and provide updates on progress.

9.0 ASSESSMENT

9.1 The main issues are considered to be:

- Principle of development
- Loss of agricultural land
- Impact on the countryside
- Housing density and mix
- Amenity impact
- Visual and Heritage impact
- Accessibility, highway safety and parking
- Ecological and arboricultural impact
- Drainage
- Environmental impact
- Affordable housing, infrastructure provision and obligations
- Overall appraisal of sustainability and the planning balance

PRINCIPLE OF DEVELOPMENT

9.2 The application site falls within designated countryside. Policy SP13 of the adopted Local Plan seeks to prevent development within the countryside in order to protect its intrinsic open and rural character. Certain exceptions are listed but none would apply to the development proposed. Whilst Policy SP13 is a saved policy of the Local Plan, it must be considered in light of the National Planning Policy Framework which is a more recent expression of planning policy published in March 2012. The need for sustainable development lies at the heart of the Framework. With regard to housing delivery, the NPPF makes it clear at paragraph 49 that policies relating to the supply of land must be considered to be out of date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. The recently published Wyre Settlement Study places Bowgreave twelfth in the rank of borough settlements and fourth in the rank of settlements along this A6 corridor. As this ranking is based on considerations of size, accessibility, services, facilities and employment opportunities, it is considered to be valid indication of the sustainability of the settlement.

9.3 The housing requirement for the borough originally identified in the adopted Local Plan was set out in policy H1. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS). The NWRSS was revoked in May 2013. As the emerging Local Plan is not yet adopted, there is no up-to-date housing requirement for the borough set out in the Development Plan. The Fylde Coast Housing Market Assessment (SHMA) 2013 and subsequent updates represent the most up-to-date assessment of objectively assessed housing need. The Council has accepted a housing need of 479 new dwellings per annum between 2011 and 2030. Current indications are that the Council is not able to identify sufficient deliverable sites to provide a five year supply of housing land based on this objectively assessed requirement. On this basis, the restrictive approach toward new development in the Countryside as set out in Policy SP13 of the Local Plan must be considered to be out-of-date.

9.4 Paragraph 47 of the Framework makes it clear that one of the Government's key objectives is to significantly boost the supply of housing with paragraph 17 noting that every effort should be made to objectively identify and then meet the housing needs of an area. Although the current application seeks only to establish the principle of development with all matters reserved, the submitted information indicates that up to 46 new homes could be provided on the site. This would represent a significant quantitative contribution towards meeting the boroughs housing requirement that weighs strongly in favour of the application.

LOSS OF AGRICULTURAL LAND

9.5 The application site falls within Agricultural Classification Grade 3. It is not known whether this is Grade 3a or 3b. Grades 1, 2 and 3a are considered to be the best and most versatile land. Paragraphs 17 and 111 of the Framework encourage the effective use of land through the re-use of 'brownfield' land that has been previously developed. Paragraph 112 expects local authorities to take account of the economic benefits of the best and most versatile agricultural land and, where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be used in preference to that of higher quality. The Framework itself does not provide a definition of 'significant development' but, as DEFRA must be consulted on schemes that result in the loss of 20 hectares or more of agricultural land, this can reasonably be considered to be a recognised threshold. The application site is 2.3ha in area and therefore falls well below this threshold. Within the Wyre borough there are substantial tracts of grade 2 land along with large areas of grade 3 land. Consequently, the development of the site, even if it was Grade 3a, would not be significantly detrimental to the borough's supply of quality agricultural land and, as such, its loss as agricultural land is not considered to weigh significantly against the proposal.

IMPACT ON THE COUNTRYSIDE

9.6 Notwithstanding the position with regard to housing need, the supporting text to Policy SP13 makes it clear that the overall intention of the policy is to protect the inherent character and qualities of the countryside. This intention accords with the Framework to the extent that paragraph 17 expects new developments to take account of the different roles and characters of different areas, including the intrinsic character and beauty of the countryside.

9.7 The Council's emerging Local Plan is still at pre-publication stage. Nevertheless, there is an acknowledgement that significant levels of development will have to take place on land that is currently designated as countryside around existing

settlements in order for the borough's housing needs to be met as far as is possible, and sustainable economic growth to be delivered in line with the requirements of the National Planning Policy Framework. It is therefore inevitable that the character of the countryside will experience some erosion around existing settlements. It is noted that the application site has been identified as part of the forward planning process as having potential for future residential development.

9.8 The application site is bounded by Garstang Community Academy (secondary school) to the north with residential accommodation on the opposite side of Garstang Road to the west and south-west and a small cluster of buildings to the south. The land to the east is open countryside as is that to the south of Calder House Lane. The site would not project further east than the existing built form and so any development would not represent a clear incursion into the countryside. It is considered that residential development on the site would constitute a logical extension to the settlement. When viewed from the surrounding countryside, the development would sit against the backdrop of existing buildings. Significant areas of open countryside exist to the east and west of Bowgreave with sections of open land to the north and south clearly separating the village from neighbouring settlements. As such, whilst some localised impact would result, it is not considered that the development proposed would compromise the wider character and function of the countryside in this area of the borough.

HOUSING DENSITY AND MIX

9.9 The application is for outline planning permission only with the details of the layout of the site to be considered at a later date as a reserved matter. The site area is stated to be 2.3h and the supporting information indicates that up to 46 units are proposed. This would equate to a gross housing density of 20 dwellings per hectare. Given the nature of Bowgreave village and the relatively rural location of the site, this indicative density is considered to be acceptable.

9.10 Whilst not a matter for agreement at this stage, it is envisaged that a mix of 2, 3, 4 and 5-bedroom houses would be provided. This is considered to be acceptable in principle and final details of housing mix would be agreed at reserved matters stage should outline permission be granted.

IMPACT ON AMENITY

9.11 The application seeks to agree the principle of development with layout reserved for later consideration. There is existing housing to the west, south-west and south and so residential development on the site would be a compatible land use. It is noted that Garstang Community Academy lies to the north and that there is a Friends Meeting House to the south. However, it is not anticipated that either would generate sufficient noise or disturbance from activity to unacceptably compromise the residential amenity of future residents of the site. As such, no amenity issues are identified at this stage.

VISUAL AND HERITAGE IMPACT

9.12 The development of the land would change the character of the site and have a visual impact on the immediate vicinity. However, as stated above it would not represent a clear incursion into open countryside and would not have a significant impact on the appearance or quality of the wider landscape. The scale and the details of the appearance and landscaping of the development are not matters for consideration at this stage. It is judged that these matters could be adequately

resolved at reserved matters stage to ensure that residential development of the site would not have an unacceptable visual impact on the immediate surroundings. There is a Friends Meeting House to the south of the site which is a Grade II Listed Building. A heritage statement has been submitted in support of the application. This has been considered having had due regard to paragraphs 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and paragraphs 128-137 of the NPPF. It is noted that the contribution of the application site to the building's significance is deemed to be limited, as although it forms part of its wider rural setting, only glimpses of the site are visible and these are filtered by trees, especially when in leaf. The application site therefore does not form a key visual element of the setting of the listed building. Consequently, the proposed development of the site is not considered to adversely harm the setting of the listed building. Furthermore any impact can be mitigated by reinforced planting along the site boundary adjoining the Meeting House, and the indicative plan shows a buffer zone immediately behind the listed building to be kept free of development. As such, the development is considered to be acceptable. Reinforced tree planting and a buffer zone free of development can be controlled by condition / at reserved matters stage.

ACCESSIBILITY, HIGHWAY SAFETY AND PARKING

9.13 The application site is situated on the east side of Garstang Road, Bowgreave, immediately to the south of Garstang Community Academy. All matters, including access are reserved, but as the site only has one road frontage, that to Garstang Road, access would have to be on to that road. LCC consider that, due to the scale of the development, a simple priority junction would be sufficient and that the necessary junction geometry and sightlines can be achieved.

9.14 No junction operational assessment has taken place although LCC do not consider that there are any concerns about the operation of the site access. The applicants Transport Statement (TS) did not take into account committed developments or a cumulative impact assessment, and LCC are concerned about the cumulative impact of traffic on the A6 corridor. LCC consider that traffic from this development and other developments could have an impact on the A6/Croston Road junction and on the A6/A586 junction although the impact of traffic along other routes is considered acceptable even when the cumulative impact of these developments is taken into consideration.

9.15 With regard to improving site accessibility as required by National Planning Policy Framework (NPPF) paragraph 17, which states that development should "make the fullest possible use of public transport, walking and cycling and focus significant developments in locations which can be made sustainable", the applicant has agreed to improve the two nearest (northbound and southbound) bus stops to provide raised boarding areas to improve accessibility to a wider range of users.

9.16 A Transport Statement has been submitted. Together with further work undertaken by the applicant and LCC which has provided a "Cumulative Assessment" for the A6 corridor, which included consideration of this development site, LCC are able to assess the impact of this development on the local highway network including J1 of the M55. Specifically this development has a two-way impact of 14 trips at M55 J1. Members will be aware that there is considerable pressure for new residential development within the A6 corridor evidenced by what has already been approved within the last few years and the current number of applications as listed in Table 1 of the introductory report to this agenda. In recognition of this pressure, LCC has undertaken a review of the previous 2015 junction modelling (J1 M55). Further analysis has taken place since November 2016 which has allowed

LCC to review their position in regards to the impact of development on this junction. It is LCCs current position that a limited amount of development can be accommodated (equating to 176 two way trips at J1) subject to contributions to improve that junction. Funding has already been committed from two previously approved major developments and developments approved now will contribute towards the present shortfall.

9.17 LCC confirm that there is further limited capacity within the corridor that can support the application proposal but where resolutions to grant planning permission would result in committed development that would result in a cumulative number of two way trips exceeding 176 at J1 of the M55, then that development should only be approved subject to the grant of planning permission for J2 of the M55 and the Preston Western Distributor Road (PWD). It is understood that the highway improvement works required to maximise the available capacity at J1 of the M55, and to maximise sustainable travel along the A6 corridor, are yet to be fully detailed but have nevertheless been identified in the form of six initiatives that have been agreed in principle with Highways England. These initiatives have been set out in the introductory report and have been costed. They were originally developed in 2015 in response to the initial applications at Joe Lane, Daniel Fold Lane and Nateby Crossing Lane and have been further developed to increase the available capacity within the A6 corridor. To ensure that for each approved development, the requisite contribution to one or more of the identified initiatives are fairly and reasonably related in scale and kind and related to the development itself, LCC are now proposing that the details of the contributions and initiatives to which the contributions should be made, are calculated once the applications have been determined by members to ensure that each scheme is acceptable having regard to risk, deliverability, phasing of development, and trigger points.

9.18 Subject to the overall combination of developments that can be supported at this time not exceeding 176 two way trips at M55 J1 before J2 and the Preston Western Distributor route being a commitment, County Highways offer no objection to the impact on this development on highway capacity grounds. This is also on the understanding that the development will make a contribution to a number of highway initiatives identified as being necessary to support further development, namely the A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1); Initiatives 2, 3 and 4; and M55 J1 (Initiatives 5 & 6). Full details of these initiatives are provided in the introductory report to this Agenda.

9.19 On the above being satisfied, LCC Highways offer no objection to the proposed development providing that appropriate funding (s106) for highway initiatives and sustainable transport measures is agreed and secured; that all s278 measures as detailed above are delivered by the developer and conditions are agreed (including if necessary the use of Grampian type conditions) and are put in place to ensure these necessary measures are delivered by the developer in line with required trigger points. Highways England offers no objection to the impact of the development on the strategic highway network subject to a condition requiring an appropriate Travel Plan to be provided / implemented. On this basis it is not considered that the development would have a severe impact upon the safe operation of the highway network in accordance with paragraph 32 of the NPPF. As such, it is considered that the application could not reasonably be refused on highway grounds although unless the cumulative two way trip numbers would be 176 or less as a result of approving this development, it is recommended that any permission should be subject to a Grampian condition regarding Jct 2 M55 and the PWD.

ECOLOGICAL AND ARBORICULTURAL IMPACT

9.20 The site is not designated for its nature conservation value and has low potential to support protected or priority spaces other than foraging bats and nesting birds. The woodland along the boundaries is of good local nature conservation value but retention of the trees may be difficult and residential development would increase pressure for pruning and felling. The layout of the site could be designed in such a way as to minimise harm to trees and retain as many existing trees as possible. This could be secured at reserved matters stage. Any trees scheduled for removal should be surveyed for roosting bats and this could be secured through condition. It is also recommended that conditions be attached to any permission granted to require the agreement of a landscape and habitat management and enhancement scheme to improve biodiversity on the site in accordance with the requirements of the NPPF.

9.21 It is noted that a section of the central hedgerow within the site would have to be removed on the basis of the indicative layout plan submitted. The Council's Tree Officer advises the hedgerows on the site could be considered important under the 1997 Hedgerow Regulations. However, even if they were, given that suitable mitigation measures could be put in place which could be secured through condition, any harm from their loss would not be an overriding cause for concern. It is likely that any development on the site would also result in the loss of trees. However, a significant number of replacement trees are proposed. It is recommended that a condition be attached to any permission granted to require the submission and agreement of an arboricultural assessment, tree and hedgerow protection method statement and tree and hedgerow protection plan. On the basis of the conditions recommended, it is considered that any unacceptable ecological or arboricultural impacts could be avoided and the biodiversity value of the site maintained.

DRAINAGE

9.22 The information submitted with the application states that the potential for surface water to be disposed of through infiltration will be investigated but that initial testing suggests that ground conditions are not suitable. If this is found to be the case, surface-water would be discharged into the existing watercourse on site that flows towards Little Calder River. This approach has been considered by Lancashire County Council as Lead Local Flood Authority and the Council's Drainage Engineer and has been judged to be acceptable. The consultee response from the Council's Head of Engineering Services in respect of surface water drainage has been summarised at paragraph 6.13 of the report and recommends refusal. As such, further clarification is needed. The recommendation for refusal was made because any system discharging water into the existing watercourse would depend upon a pump and inconsistent and insufficient information has been provided at this stage.

9.23 Paragraph 14 of the National Planning Policy Framework (NPPF) clearly sets out an expectation for local planning authorities to support development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. Paragraphs 17 and 100 identify flood risk as a serious issue and require local planning authorities to ensure that new developments would be safe from flooding without increasing flood risk elsewhere. Paragraph 80 of the National Planning Practice Guidance (NPPG) states that surface water run-off should be drained in accordance with an established hierarchy with order of preference given to infiltration; discharge to a surface water body; discharge to a drain and finally discharge to a combined sewer.

9.24 As Members will be aware, conditions are routinely used, particularly on outline applications, to agree technical matters once a determination has been made with regard to the principle of development. It is common for a condition to be attached to outline planning permissions to require details of surface water drainage to be agreed. In order for the final drainage scheme to be agreed, the developer must demonstrate that more preferable options in the hierarchy have been considered and reasonably discounted.

9.25 In this case, whilst the Council's Drainage Engineer recommends refusal on the basis that a system relying on a pump may not be desirable and that inconsistent and insufficient information has been provided with the application, he does accept that a workable solution can be found for the site. It would be possible for a pump-dependent system to include attenuation features that could hold flood water in the event of pump failure and thereby mitigate against this risk. It may also be possible for the developer to connect into an existing surface water drain on Gryersdale Drive or into the existing foul water drain along Garstang Road. There could also be an option for water to be discharged directly into the Little Calder River although it is accepted that this may be dependent upon access over third party land. Nevertheless, it is considered that a workable solution in accordance with the established drainage hierarchy could be found. On this basis, and notwithstanding the original comments provided by the Council's Drainage Engineer, it is not considered that a refusal on the grounds of surface water drainage could be substantiated.

9.26 It is suggested that three conditions be attached to any permission granted to require development to proceed in accordance with the submitted flood risk assessment and to require a surface-water drainage strategy and lifetime management plan to be agreed with the Council. It is considered that these measures would successfully ensure that the development proposed would not lead to an increased risk of flooding on or off site. The application site lies within flood zone 1 and so no demonstration of compliance with the sequential or exceptions tests is required. As such, no unacceptable drainage or flood risk issues are identified.

ENVIRONMENTAL IMPACT

9.27 It is considered that the quality of controlled waters and ground and surface water bodies could be safeguarded through the agreement of a surface-water drainage scheme and a construction environmental management plan.

9.28 No air quality assessment has been submitted as part of this application. The Council's Environmental Protection officer has confirmed that the scale of development proposed, in itself, would not be sufficient to warrant an air quality appraisal. It has been suggested, however, that the potential for a cumulative impact could warrant an assessment. Officers are mindful that there are no Air Quality Management Areas (AQMAs) in the vicinity of the site and that the Council currently has no adopted planning policies that relate to air quality. It is acknowledged that paragraphs 35 and 124 of the NPPF relate to air quality but they reference specifically policy making and AQMAs. On this basis, it is not considered that officers could reasonably require the submission of an air quality assessment, particularly as the recommendation in respect of this application would make such work abortive. Nevertheless, given the lack of air quality concerns in the Bowgreave area, no unacceptable impacts are identified.

9.29 There is little evidence to suggest that the site would be contaminated but it is nevertheless appropriate for a desk top study and gas monitoring work to be conditioned. It is considered the imposition of such conditions in addition to a number of relevant advice notes on any permission granted would be sufficient to safeguard the environment and human health from potential land contamination risks.

AFFORDABLE HOUSING, INFRASTRUCTURE AND OBLIGATIONS

9.30 Where a Local Authority has identified a need for affordable housing provision, the NPPF expects policies to be set requiring development proposals to contribute towards this need on site. The 2013 SHMA identifies the boroughs needs with regard to affordable housing and supports the requirement, as set out in draft Policy CS21 of the emerging Local Plan, for residential developments of 15 or more dwellings to include 30% affordable provision on site. The applicant has indicated acceptance of this requirement and, based on a development of 46 dwellings proposes the provision of 14 affordable units. The Council's Affordable Housing Officer has indicated these should comprise two-bed houses, three-bed houses and two-bed bungalows made available for affordable rent. A condition would be attached to any permission granted to secure this level of provision.

9.31 Lancashire County Council as the Local Education Authority previously indicated a financial contribution that would be necessary to provide additional school places in the area to meet the needs generated by the development. However, it became apparent in advance of the Committee meeting in March that the approach taken towards the different A6 applications was inconsistent and potentially unfair. It was recognised that a bespoke approach had had to be taken with regard to the issue of cumulative highway impact and it was considered that a similar approach was likely to be required with regard to education provision. On this basis, in March Members were respectfully indicated to grant outline planning permission subject to conditions and S106 agreements but to delegate the agreement of heads of terms to the Head of Planning Services in respect of highway and education contributions. Since that time Council officers have worked with LCC and this work is still ongoing. However, officers are confident that an equitable solution to ensure adequate local education provision to meet the needs generated by the development will be identified.

9.32 Policy H13 of the adopted Local Plan requires public open space to be provided within new residential developments and stipulates a rate of provision of 0.004ha per dwelling. A scheme of 46 units would equate to a requirement of 0.184ha. Although only indicative at this stage, the applicant has provided a plan to demonstrate that this level of provision could be accommodated on site. This would be secured by condition.

9.33 It is acknowledged that the development will have implications for health infrastructure but at present there is no mechanism adopted by the CCG that identifies the requisite health infrastructure needs arising from development nor how that can be equitably funded by developers in accordance with National Planning Practice Guidance and the CIL Regulations.

OVERALL APPRAISAL OF SUSTAINABILITY AND THE PLANNING BALANCE

9.34 The main thrust of the NPPF is the need to secure sustainable development. Sustainability comprises three dimensions; economic, social and environmental. The issues set out above have been considered as part of an assessment of the overall sustainability and planning merits of the development proposed.

9.35 The land is not safeguarded for employment uses and the loss of the land to agriculture is not considered to weigh heavily against the proposal. The site does not form part of a Minerals Safeguarding Area. Some employment would be created through the construction process and future residents would support local businesses and public services. Consequently the scheme is considered to be economically sustainable.

9.36 The site is not designated for its landscape or environmental value and it is considered that biodiversity enhancement could be delivered as part of an approved development. The proposal would have a detrimental impact on the character of the immediate area but limited weight is accorded to this impact in the overall planning balance. The quality of water resources could be satisfactorily safeguarded and adequate drainage could be provided. No unacceptable impacts on air or water quality are anticipated. It is acknowledged that natural resources would be used as part of the development process. As such, the application is considered to be environmentally sustainable.

9.37 The proposed development would represent a relatively logical extension to the settlement of Bowgreave. The provision of up to 46 new homes would make a significant quantitative contribution towards meeting the borough's housing requirement and this weighs strongly in favour of the proposal. Affordable housing equivalent to 30% of the total residential development would be provided along with an appropriate level of public open space in accordance with the Council's requirements. A financial contribution towards local education provision would be sought in order to expand Garstang St. Thomas Church of England Primary School and thereby meet the additional need for school places generated by the development.

9.38 It is recognised that capacity issues exist at junction 1 of the M55 and that this is a limiting factor on development that can be supported within the A6 corridor. However, a range of improvement works have been identified to the local highway network in order to increase capacity, avoid undue delay and congestion, and improve facilities for travel by sustainable modes. The available capacity has been identified to be 176 two-way peak hour traffic impacts before junction 2 of the M55 and the Preston West Distributor (PWD) Route is committed. The level of development proposed by this application equates to 14 two-way traffic impacts. Bowgreave is considered to be the fourth (least) most sustainable settlement to support new development within the A6 corridor. This position reflects the fact that, with the exception of Garstang Community Academy, there are no facilities or services within Bowgreave. Instead, residents must travel to Garstang, Catterall or beyond to meet their day-to-day shopping and lifestyle requirements. Bowgreave residents are entirely dependent upon provision within other settlements for their day-to-day needs. Consequently, this scheme is considered to be the joint seventh most sustainable option in terms of location of all of the schemes proposed within the A6 corridor. When viewed in isolation and cumulatively with the other applications being recommended for approval, the development would be entirely dependent on junction 2 of the M55 and the PWD Route being treated as committed before it can come forward. Please refer to the introductory report for further detail.

10.0 CONCLUSION

10.1 In light of the assessment set out above, and subject to the imposition of the conditions and planning obligations suggested within the report, the development proposed is considered to be in accordance with the aims and objectives of the

NPPF. Whilst some matters weigh against the development, the adverse effects are not considered to significantly or demonstrably outweigh the benefits and therefore the development is considered to be acceptable.

10.2 A full list of conditions will be presented to members on the Update Sheet. Based on the officer recommendations of all items within this Committee Agenda, members are advised that this application would be subject to a Grampian style condition in relation to Junction 2 of the M55 and the Preston Western Distributor (PWD) route being committed before this development could come forward. In the event of J2 of the M55 and the PWD route gaining planning permission and being treated as a commitment prior to a decision on this outline planning permission being issued then a Grampian condition would no longer be relevant and need not be imposed.

11.0 HUMAN RIGHTS ACT IMPLICATIONS

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

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

12.0 RECOMMENDATION

12.1 That members resolve to grant outline planning permission subject to conditions and a S106 legal agreement to secure appropriate financial contributions towards local education, sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision upon the upon the agreement of heads of terms with regard to the contributions towards the highway initiatives and local education provision to be determined by Lancashire County Council in its capacity as Local Education Authority and Local Highway Authority and the satisfactory completion of the s106 agreement.

12.2 Whilst it is recommended that a Grampian condition be imposed to prevent commencement of any development until and unless planning permission has been granted for the development of Jct 2 M55 and the PWD, it is considered that a decision on that scheme is likely to be made within the next two months. Due to the time that it will take to negotiate the s106 agreement, it is likely that Jct 2 M55 and the PWD will be a commitment (i.e. it will have the benefit of planning permission) before the decision on this application is issued. If that is the case the Grampian condition would be unnecessary and members are asked to authorise the Head of Planning Services to issue the decision without such a condition under those circumstances.

Recommendation: Permit

Conditions: -

1. a) In the case of any reserved matter, namely access, appearance, landscaping, layout and scale of the buildings, application for approval must be made not later than the expiration of three years beginning with the date of the grant of outline planning permission;

(b) the development to which the permission relates must be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last matter to be approved.

Reason: This condition is required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. No part of the development hereby approved shall commence until a scheme for the construction of the site access and the off-site works of highway improvement has been submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highway Authority. The off-site highway works include:-

- Public Transport facilities to quality bus standard on Garstang Road - details of the stops to Quality Bus Standard to be agreed (2No bus stops)
- Provision of 2m wide footway to the full highway frontage of the development site.

No part of the development hereby approved shall be first occupied or opened for trading until the approved scheme has been constructed and completed in accordance with the scheme details.

Reason: In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway scheme/works are acceptable before work commences on site and in order that the traffic generated by the development does not exacerbate unsatisfactory highway conditions in advance of the completion of the highway scheme/works.

3. No development shall take place until a Construction Environmental Management Plan has been submitted to, and approved in writing, by the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:

- i. the parking of vehicles of site operatives and visitors;
- ii. loading and unloading of plant and materials;
- iii. storage of plant and materials used in constructing the development;
- iv. the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- v. wheel washing facilities;
- vi. a management plan to control the emission of dust and dirt during construction identifying suitable mitigation measures, complaint management and arrangements for liaison with the Council's Environmental Protection Team;
- vii. a scheme for recycling/disposing of waste resulting from construction work (there shall be no burning on site);

viii. the potential impacts from all construction activities on both groundwater, public water supply and surface water and identify the appropriate mitigation measures necessary to protect and prevent pollution of these waters

ix. a scheme to control noise and vibration during the construction phase identifying suitable mitigation measures and complaint management and arrangements for liaison with the Council's Environmental Protection Team

x. the routing of construction vehicles and deliveries to site

xi. intended hours of work

xii. how biodiversity would be protected throughout the construction period

Reason: To maintain the operation and safety of the local highway network during site preparation and construction and in the interests of ecology, to prevent pollution from foul and surface water and to protect drinking water supplies.

4. No development shall commence until an Interim Travel Plan has been submitted to, and approved in writing by, the Local Planning Authority. The provisions of the Interim Travel Plan shall be implemented in accordance with the timetable contained therein unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development provides sustainable transport options.

5. The development shall not begin until a scheme for the provision of affordable housing has been submitted to and approved in writing by the local planning authority. The affordable housing shall be provided and retained in accordance with the approved scheme and shall meet the definition of affordable housing in Annex 2 of the National Planning Policy Framework or any future guidance that replaces it. The scheme shall include:

i. the numbers, type, tenure and location on the site of the affordable housing provision to be made which shall consist of not less than 30% of housing units.

ii. the timing of the construction of the affordable housing and its phasing in relation to the occupancy of the market housing;

iii. the arrangements for the transfer of the affordable housing to an affordable housing provider (if no Registered Provider is involved);

iv. the arrangements to ensure that such provision is affordable for both first and subsequent occupiers of the affordable housing; and

v. the occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy criteria shall be enforced.

Reason: To ensure the adequate provision and delivery of affordable housing in accordance with the provisions of the NPPF.

6. Prior to commencement of the development, the design of a scheme for the drainage of foul and surface water, based on sustainable drainage principles so far as is possible subject to ground conditions, the results of the investigation required under part (A xi) and an assessment of the hydrological and hydrogeological context

of the development shall be submitted to and approved in writing by the Local Planning Authority.

(A) This scheme shall include;

- i. information about the design storm period and density (1 in 30 and 1 in 100 year + 30% allowance for climate change)
- ii. discharge rates and volumes (both pre and post development)
- iii. temporary storage facilities
- iv. means of access for maintenance
- v. the methods employed to delay and control surface water discharged from the site
- vi. the measures taken to prevent flooding and pollution of receiving surface waters, including watercourses and surface water sewers
- vii. details of floor levels in AOD
- viii. details of any off-site works required to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts where relevant);
- ix. floodwater exceedance routes both on and off site;
- x. a timetable for implementation, including a timetable for when attenuation basins / storage and flow control devices are to be constructed and operational;
- xi. evidence of an assessment of the site conditions to include site investigation and test results to confirm infiltration rates.

(B) The scheme shall demonstrate that surface water run off for the entire site once developed would not exceed pre-development Greenfield run off rate.

(C) No surface water, highway drainage or land drainage shall discharge to the public combined sewerage system or via an infiltration system unless agreed by United Utilities.

The approved drainage scheme shall then be implemented in full accordance with the approved details, including the agreed timetable for implementation.

Reason: To ensure a satisfactory form of development, to manage flood risk, to prevent pollution from foul and surface water, to protect drinking water supplies, to ensure site drainage during the construction process does not enter the watercourses at un-attenuated rate to prevent a flood risk during the construction of the development and to protect the adjacent railway from the risk of flooding and pollution in accordance with Policy ENV15 of the Wyre Borough Local Plan (1999) and the provisions of the NPPF.

7. Prior to the commencement of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the Local Planning authority and approved in writing. The sustainable drainage management and maintenance plan shall include as a minimum:

a. The arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a Resident's Management Company; and

b. Arrangements concerning appropriate funding mechanisms for ongoing maintenance of all elements of the sustainable drainage system, and will include elements such as ongoing inspections relating to performance and asset condition assessments, operation costs, regular maintenance, remedial works or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in accordance with the approved scheme.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development.

8. Prior to the commencement of any works or development on site, a tree retention / removal and protection plan and arboricultural method statement shall be submitted to and agreed in writing by the Local Planning Authority together with an ecology survey for those trees identified for removal which surveys the possible presence of roosting bats. This plan shall indicate the methods and positioning of tree protection measures such as ground protection (where necessary), Heras protective fencing, and details of specialist construction methodology in relation to the interfaces between the development and the tree(s) indicated as being retained. If bats are found to be present by the ecology survey then it shall also be accompanied by a Method Statement giving details of measures to be taken to avoid any possible harm to bats during tree works. The approved tree protection measures shall be in place prior to development works commencing and shall remain until the development is completed. If required, the approved Method Statement must be implemented in full.

Reason: In order to adequately protect the trees to be retained on site in the interests of the appearance of the site and biodiversity (removal of those trees may require further bat surveys to be carried out) in accordance with paragraphs 17 and 118 of the NPPF and Policy SP14 of the Wyre Borough Local Plan.

9. No works to trees or shrubs shall occur between 1st March and 31st August (inclusive) in any year unless a detailed bird nest survey has been carried out by a suitably qualified ecologist immediately prior to any clearance and written confirmation that no bird nests are present has been provided in writing to the Local Planning Authority.

Reason: In the interests of the ecology of the area and in accordance with the National Planning Policy Framework.

10. Prior to the commencement of development, a landscape and habitat creation and management scheme shall be submitted to and agreed in writing by the Local Planning Authority along with a timetable for implementation and the development shall then proceed in full accordance with these agreed details. For the purpose of this condition, the scheme shall include details of elements to mitigate for loss of trees shrub and hedgerow; mitigation for loss of bird nesting habitat; provision of bat roosting opportunities; and ecological enhancement of retained hedgerow and

wooded habitat. The scheme shall thereafter be implemented in accordance with the approved details / timescale.

Reason: In order to safeguard and enhance biodiversity and in the interests of the appearance of the site in accordance with the provisions of paragraphs 17 and 118 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

11. As part of any reserved matters application where layout is applied for, no built development shall be provided within the area adjacent to the Friend's Meeting House along the southern-most boundary indicated as a landscape buffer / open space on the Illustrative Masterplan drawing ref. 592-PS7 No. 10 Rev A submitted with the outline application.

Reason: In order to provide an adequate landscape buffer with the Friend's Meeting House which is a Grade II Listed Building to preserve the setting of this heritage asset in accordance with paragraphs 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and paragraphs 128-137 of the NPPF.

12. No development shall be commenced until a desk study has been undertaken and agreed in writing by the Local Planning Authority to investigate and produce an assessment of the risk of the potential for on-site contamination. If the desk study identifies potential contamination, a detailed site investigation shall be carried out in accordance with a written methodology, which shall first have been submitted to and agreed in writing by the Local Planning Authority. If remediation measures are then considered necessary, a scheme for decontamination of the site shall be submitted to, and approved by, the Local Planning Authority in writing and the scheme implemented to the satisfaction of the Local Planning Authority prior to the development of the site. Any changes to the agreed scheme must be approved in writing by the Local Planning Authority prior to any works being undertaken.

Reason: The development is for a sensitive land use. The potential for contamination must therefore be addressed in order to safeguard the development in accordance with Policy SP14 of the Adopted Wyre Borough Local Plan (July 1999). This information must be provided prior to commencement to ensure that the development can proceed without undue risk to the environment or human health.

13. The development shall incorporate suitable gas protection measures, details of which shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The measures shall include, as a minimum: ventilation of confined spaces within the building, a well constructed ground slab, a low permeability gas membrane, minimum penetration (ideally none) of the ground slab by services, and passive ventilation to the underside of the building.

Alternatively, prior to the commencement of development, a gas monitoring programme and risk assessment of the results shall be undertaken to demonstrate that the above protection measures are not required. Any gas monitoring must be carried out over a period of at least three months and include at least three readings where the atmospheric pressure is below 1000mb. Gas flow rates must also be provided. Results shall be submitted for approval in writing by the Local Planning Authority.

Reason: In order to ensure that the development would be suitably protected against potential gas ingress in order to safeguard the environment and human health.

14. As part of any reserved matters application where layout is applied for, public open space shall be provided on site in accordance with the requirements of saved Policy H13 of the adopted Wyre Borough Local Plan (1999), or any equivalent policy in an adopted Local Plan that replicates the existing Local Plan, and such area or areas of open space shall be provided and available for use, and shall thereafter be retained and maintained for use by the public in accordance with a scheme which shall be submitted to and agreed in writing by the Local Planning Authority prior to the first occupation of any dwelling on the site.

Reason: In order to ensure adequate provision and delivery of public open space in accordance with the provisions of the NPPF and Policy H13 of the Wyre Borough Local Plan (1999).

15. Prior to the installation of any external lighting, an artificial lighting assessment shall be submitted to and agreed in writing by the Local Planning Authority which demonstrates that artificial lighting will be designed so that it is not intrusive to boundary features which are important habitat for bats. The lighting shall be installed in accordance with the approved details.

Reason: In order to safeguard biodiversity in accordance with the NPPF.

Notes: -

1. (The grant of planning permission will require the applicant to enter into an appropriate Legal Agreement with the County Council as Highway Authority. The Highway Authority hereby reserves the right to provide the highway works within the highway associated with this proposal. Provision of the highway works includes design, procurement of the work by contract and supervision of the works. The applicant should be advised to contact Lancashire County Council, in the first instance, to ascertain the details of such an agreement and the information to be provided.

2. The developer is advised to refer to the Environment Agency (EA) Groundwater protection: Principles and practice (GP3) document to ensure that the development does not impact on groundwater quality in the area. United Utilities (UU) has abstraction boreholes in the Garstang area and the development is located within Source Protection Zones 2 (SPZ2) of some of these boreholes. SPZs identify the groundwater catchment areas of sources of potable water (that is high quality water supplies usable for human consumption) and show where they may be at particular risk from polluting activities on or below the land surface. The prevention of pollution to drinking water supplies is critical. In particular, the developer is referenced to the following position statement of this document:

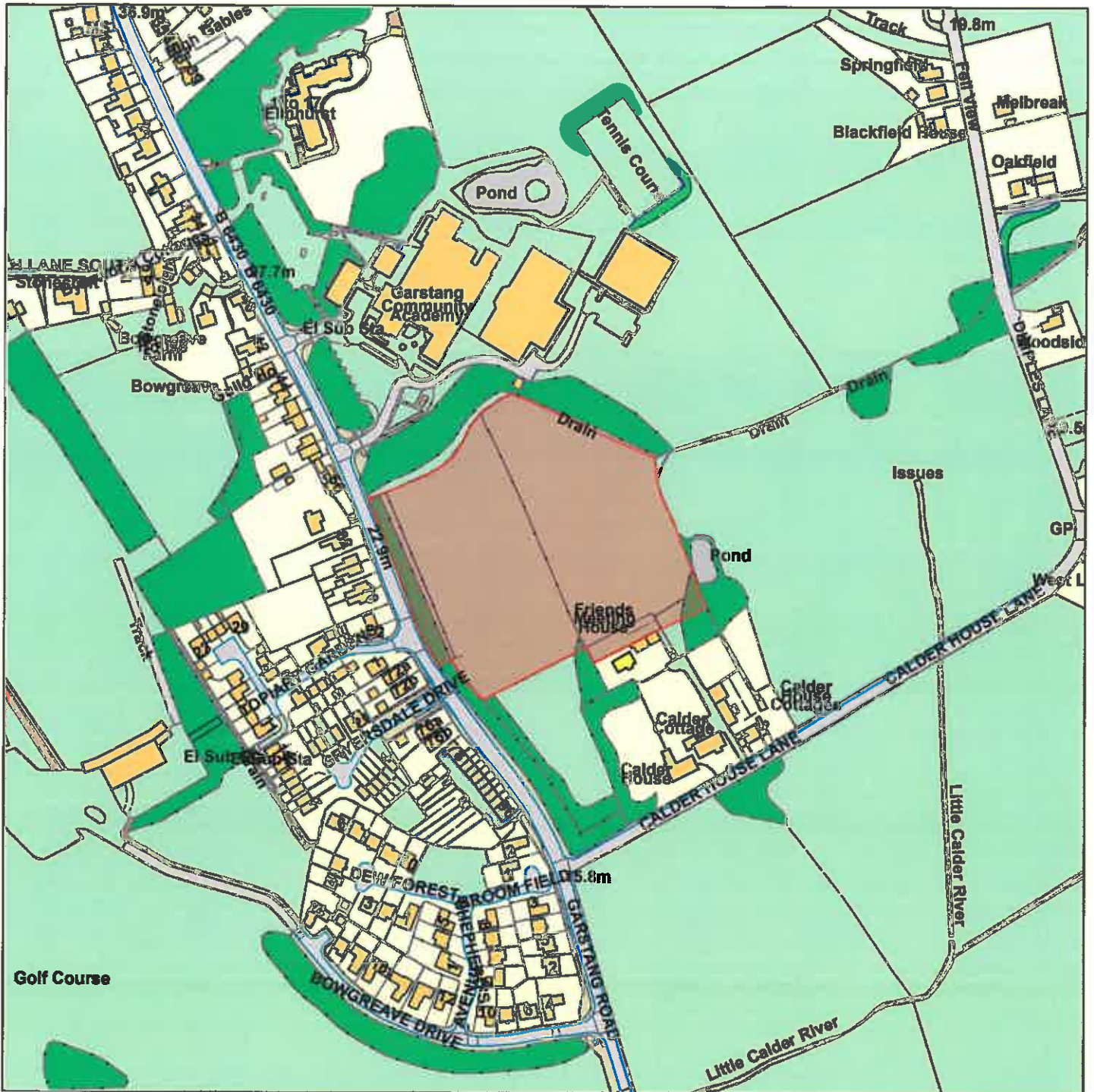
- G12 - Discharge of clean roof water to ground - Summary of key issues from GP3 document.

The discharge of clean roof water to ground is acceptable both within and outside SPZ1 provided that all roof water down-pipes are sealed against pollutants entering the system from surface run-off, effluent disposal or other forms of discharge. The method of discharge must not create new pathways. Together with the EA, UU supports the principles of sustainable drainage systems (SuDS) for new discharges. Where infiltration SuDS are to be used for surface run-off from roads, car parking and public or amenity areas, they should have a suitable series of treatment steps to prevent the pollution of groundwater. Where infiltration SuDS are proposed for

anything other than clean roof drainage in a SPZ, the EA will require a risk assessment to demonstrate that pollution of groundwater will not occur. They will also require approval from the SuDS approval body (SAB), when these bodies have been established, to ensure they follow the criteria set out in the SuDS national standards (when published), including standards for water quality, design and maintenance. For the immediate drainage catchment areas used for handling and storage of chemicals and fuel, handling and storage of waste and lorry, bus and coach parking or turning areas, infiltration SuDS are not permitted without an environmental permit.

3. For the avoidance of doubt, the response from LCC Lead Local Flood Authority does not grant the applicant permission to connect to the ordinary watercourse(s) and, once planning permission has been obtained, it does not mean that land drainage consent will be given. The applicant should obtain Land Drainage Consent from Lancashire County Council before starting any works on site. Information on the application process and relevant forms can be found here: <http://new.lancashire.gov.uk/roads-parking-and-travel/roads/flooding/alterations-to-a-watercourse.aspx>. Neither does the response grant the applicant permission to connect to the highway drainage network. The highway drainage proposal and the suitability for future highway adoption under Section 38 of the Highways Act 1980 is for the Local Highway Authority to comment on.

arm/rg/pla/cr/17/0208nc6



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Organisation	Wyre Council
Department	Planning Department
Comments	Item 1
Date	24 July 2017
SLA Number	100018720

Committee Report**Date: 02.08.2017**

Item Number	2
Application Number	17/00050/REMAJ
Proposal	Reserved matters application for the erection of 160 dwellings with associated works
Location	Land Off Lambs Road Thornton-Cleveleys Lancashire
Applicant	Wainhomes (North West) Ltd
Correspondence Address	c/o NJL Consulting Miss Katie Delaney 8 Ashbrook Office Park Longstone Road Manchester M22 5LB
Recommendation	Permit

REPORT OF THE HEAD OF PLANNING SERVICES**CASE OFFICER - Miss Susan Parker**

Site Notice Date: 10/02/17

Press Notice Date: 31/01/17

1.0 INTRODUCTION

1.1 The application is before the Committee for consideration at the request of Councillor Vincent. Members will have had the benefit of a site visit in advance of the public meeting because it is considered that the nature of the site and surroundings cannot be adequately conveyed through photographs.

2.0 SITE DESCRIPTION AND LOCATION

2.1 The application site is 5.8 hectare in area. It includes a derelict pig farm comprising nine buildings at the southern end of the site adjoining Raikes Road. The remainder of the site is agricultural and consists of semi-improved grassland. There are hedgerows along the site boundaries. The topography of the site varies, however the site generally falls from the north eastern boundary (approximately 15.1m AOD) to the south-western boundaries (approximately 8.2m AOD). The northern part of the site hosts a weekly car boot sale on some days of the year by virtue of permitted development rights.

2.2 The site is bound by open countryside to the north and east. Lambs Road runs along the western boundary with the established residential area of Little Thornton beyond. The small Furlong Green residential estate lies immediately to the south-west and there are further residential properties fronting Raikes Road to the south. The Morecambe Bay SPA and Ramsar site and Wyre Estuary SSSI are located approximately 600 metres to the east of the site.

2.3 The site is identified in the Local Plan as Countryside. It falls outside of any flood zones or mineral safeguarding areas.

3.0 THE PROPOSAL

3.1 The application seeks to agree the matters reserved from consideration as part of outline planning application ref. 14/00553/OULMAJ. All matters other than access are to be agreed. The application proposes 157 dwellings.

3.2 In addition to the plans illustrating the proposal the application is supported by:

- Planning statement
- Design and access statement
- Flood risk assessment

4.0 RELEVANT PLANNING HISTORY

4.1 14/00553/OULMAJ - outline planning permission granted on appeal for the erection of a residential development of up to 165 dwellings with access from Lambs Road and Raikes Road.

4.2 No other recent, relevant planning history identified.

5.0 PLANNING POLICY

5.1 NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

5.1.1 The NPPF was published by the Department of Communities and Local Government on 27th March 2012. It sets out the Government's planning policies for England and how these are expected to be applied in the determination of planning applications and the preparation of development plans. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

5.1.2 The most relevant sections of the NPPF to the determination of this application are considered to be:

- Section 4 - promoting sustainable transport
- Section 6 - delivering a wide choice of high quality homes
- Section 7 - requiring good design
- Section 8 - promoting healthy communities
- Section 10 - meeting the challenge of climate change, flood risk and coastal change
- Section 11 - conserving and enhancing the natural environment

5.2 NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

5.2.1 The NPPG provides additional guidance on Government policy. The sections below are of particular relevance to this application.

5.2.2 The most relevant sections of the NPPG to the determination of this application are considered to be:

- Design
- Health and well-being
- Natural environment
- Open space, sports and recreation facilities, public rights of way and local green space

5.3 WYRE BOROUGH LOCAL PLAN 1999 (SAVED POLICIES)

5.3.1 The following saved policies are of most relevance:

- SP14 - Standards of design and amenity
- ENV7 - Trees on development sites
- ENV15 - Surface water run-off
- H13 - Open space in new housing developments
- CIS - Securing adequate servicing and infrastructure

5.4 EMERGING LOCAL PLAN

5.4.1 A Preferred Options version of the Wyre Core Strategy underwent a public consultation between 2 April and 21 May 2012. The Council is now progressing a single Borough-wide Local Plan document and reconsidering the spatial strategy. The Council consulted on Issues and Options for the new Local Plan between 17th June and 7th August 2015. The Wyre Core Strategy Preferred Options included consultation on a number of Core Policies which will inform policies in the Local Plan. Presently the Core Policies in the Wyre Core Strategy Preferred Options form a material consideration of limited weight in the consideration of planning applications in accordance with paragraph 216 of the National Planning Policy Framework (March 2012).

5.4.2 The following emerging policies are of most relevance:

- CS1 - Spatial strategy for Wyre: distribution of development
- CS2 - Spatial strategy for Wyre: settlement and centre hierarchy
- CS4 - Strategy for Thornton
- CS13 - Sustainable development
- CS14 - Quality of design
- CS16 - Transport, accessibility and movement
- CS18 - Green infrastructure
- CS19 - Biodiversity and geodiversity
- CS20 - Housing mix
- CS21 - Affordable housing
- CS24 - The countryside
- CS25 - Flood risk and water resources

5.5 SUPPLEMENTARY PLANNING GUIDANCE

5.5.1 SPG2 - Trees and development - this document sets out the Council's approach to the protection of trees affected by development and the provision of new trees.

5.5.2 SPG4 - Spacing guidance for new housing layouts - this document specifies the minimum separation distances considered to be acceptable to safeguard residential amenity and avoid physical dominance. In general for two storey developments, 21m should separate front and rear elevations, 13m should separate front/rear and side elevations, and 2m should separate side elevations.

5.5.3 SPG9 – Secure design – this document sets out principles to ensure secure design and gives specific advice in relation to residential developments.

6.0 CONSULTATION RESPONSES

6.1 ENVIRONMENT AGENCY - no objection raised. The EA no longer has a statutory remit in relation to surface water drainage and so any conditions attached to the outline permission would be a matter for discharge by the Lead Local Flood Authority.

6.2 UNITED UTILITIES - comments were provided at outline stage. Surface water should be drained in accordance with the established sustainable drainage hierarchy. Effective long-term management and maintenance of the surface water drainage strategy agreed must also be secured through condition. It is noted that UU water mains would have to be extended to serve the site. Officer comment: issues relating to drainage are a matter for consideration at outline rather than reserved matter stage. Condition 7 attached to the outline planning permission requires the agreement of a surface water drainage scheme but does not address the matter of long-term management.

6.3 LANCASHIRE COUNTY COUNCIL (LOCAL HIGHWAY AUTHORITY) - the access arrangements are as agreed at outline stage. A link between the most northerly cul-de-sac within the site and Lambs Road should be provided. The direct access from plot 1 onto Raikes Road is not acceptable but access from the internal road would be acceptable. The internal road layout is generally acceptable and LCC would be willing to adopt all but the access drives and parking courts. It would be desirable for a pedestrian/cycle link to be provided between the larger portion of the site and the properties off Raikes Road. The car parking levels shown are acceptable. Garages are generally large enough to accommodate cycle parking as well as a car. However, cycle parking should be provided for plots 26-28, 99-115 and 151-153. A travel plan has been submitted but, whilst some minor amendments are required, this is a matter to be addressed through discharge of condition. Further to the conditions imposed at outline stage, two additional conditions are requested. These would require the internal estate roads to be constructed to LCC standards and would require agreement of the arrangements for future management and maintenance. Officer comment: changes have been made to the original plan to provide a pedestrian link between the northernmost cul-de-sac and Lambs Road and to remove the direct access from plot 1 onto Raikes Road as required by LCC.

6.4 WBC HEAD OF COMMUNITY SAFETY (ENVIRONMENTAL PROTECTION - LAND CONTAMINATION) - initially requested that standard conditions and advice notes be attached to any permission granted. A subsequent response was then received making comment on information submitted. Officer comment: issues relating to potential land contamination are a matter for consideration at outline rather than reserved matter stage. Condition 12 attached to the outline planning permission addresses this issue. It is considered that the detailed comments provided relate to a parallel application to discharge conditions attached to the outline permission.

6.5 WBC HEAD OF COMMUNITY SAFETY (ENVIRONMENTAL PROTECTION - AMENITY SAFEGUARDING) - no objection is raised but a number of conditions are requested. Two would relate to noise and would require the development to be designed such that appropriate noise levels are not exceeded. The third would require the agreement of a construction management plan. Officer comment: issues relating to noise and construction disturbance are a matter for consideration at outline rather than reserved matter stage. Condition 13 attached to the outline planning permission requires the agreement of a construction management plan.

6.6 WBC HEAD OF ENGINEERS (DRAINAGE) - refusal recommended on the basis that full details of surface water drainage are required. There is history of flooding in the area from surcharging of the local surface water drainage system. It is noted that no surface water should discharge from the site to the surface water system to the west or south-west of the site on Lambs Road as this would exacerbate the risk of surface water flooding on the existing system. Any discharge should be via gravity connection and should not rely on a pumped solution as failure could result in flooding. Officer comment: issues relating to drainage are a matter for consideration at outline rather than reserved matter stage. Condition 7 attached to the outline planning permission addresses this issue.

6.7 WBC HEAD OF ENGINEERS (PUBLIC OPEN SPACE OFFICER) - the area marked for public open space appears very small. For a development of this size there should be greater consideration of recreation space for the residents it would serve. The potential for a contribution for off-site public open space provision should also be considered. Officer comment: public open space should be secured at outline stage.

6.8 WBC HEAD OF ENGINEERS (TREE OFFICER) - the content of the landscape structure plan in terms of planting schedule and the specification of trees is agreed. The removal of approximately 40m of maintained hawthorn hedgerow on Lambs Road to enable access is considered acceptable as suitable mitigation planting in the form of native hedgerow mix is proposed.

6.9 LANCASHIRE CONSTABULARY - notes that there have been instances of crime including burglary and criminal damage in the area. Raises no objection but makes a number of recommendations in relation to security.

7.0 REPRESENTATIONS

7.1 Forty-seven representations have been received raising the following issues:

Principle

- Development should be on brownfield land
- Loss of greenfield land/countryside
- Potential for precedent to be set for further development
- No need for housing
- No employment in the area for residents
- Impact on character of area
- Loss of open aspect
- Inadequate infrastructure to support the development (including schools, medical provision and community facilities)

Highway impact

- Increase in traffic and congestion
- Impact on highway safety on existing highway network
- Existing safety issues would be exacerbated
- Local roads inadequate for the traffic that would be generated
- Inadequate emergency services access
- Existing lack of parking
- Inadequate parking/pressures on existing on-street parking
- Original transport assessment can no longer be relied upon
- Layout should require a reassessment of highway impacts
- Site not navigable for refuse wagons
- Lack of public transport provision devalues the travel planning process
- Travel plan cannot be relied upon

Drainage and flooding

- Existing sewers would be overloaded
- Loss of water pressure
- Increased risk of flooding

Layout/scale

- Public open space would be surrounded by roads posing a safety issue
- Inadequate open space within the scheme, including public open space
- Inadequate connectivity within site and to wider area
- Affordable housing is unduly clustered
- Housing mix skewed towards large detached properties
- Single storey dwellings should be provided for the elderly
- Density of development is inappropriate

Amenity impact

- Disturbance during construction
- Over-bearing impact from new properties due to changes in levels
- Loss of privacy
- Loss of daylight
- Increased noise
- Impact on private business through noise
- Loss of quiet lane

Visual impact

- Additional landscaping is required
- Development would not be in-keeping with the surroundings
- Design is car dominated
- Excessive scale of development
- The design and access statement is unacceptable
- Inappropriate height of development along Lambs Road

Arboricultural/Ecological impact

- Loss of hedgerow
- New planting would be given insufficient space
- Inadequate provision for bats
- Impact on wildlife

Environmental impact

- Potential for land contamination, including from asbestos

Other

- Planning obligations are questioned
- Development should not commence until specific requirements are met
- The Planning Inspector was misled by the Council
- No community consultation has taken place

7.2 The principle of development including the overall benefits of the proposal, the impact on the character of the area and pressure on existing services and infrastructure was a matter for consideration at outline stage. Similarly issues relating to the impact on the highway network and drainage were addressed at outline stage as was the potential for land contamination.

7.3 Perceived inadequate public consultation on the part of the developer is not a reasonable reason for refusal of a planning application. The Council has publicised the application in accordance with statutory requirements.

7.4 The allegation that the Planning Inspector was misled by the Council has not been substantiated and is not accepted. It is noted that there has been no challenge against the decision reached by the Planning Inspectorate.

7.5 It is for the Council to ensure that appropriate conditions that meet the relevant planning tests are imposed on any permission granted.

8.0 CONTACT WITH APPLICANT/AGENT

8.1 Dialogue has been maintained throughout the application process to request information and clarification as required and to keep the applicant apprised of progress.

9.0 ASSESSMENT

9.1 The principle of the development was established by outline planning permission ref. 14/00553/OULMAJ. The current application seeks to agree the reserved matters of:

- Layout
- Scale
- Appearance
- Landscaping

LAYOUT

9.2 The development would sit to the east of Lambs Road and to the north of Raikes Road in Thornton. It would wrap around existing houses at Furlong Green and those fronting Raikes Road. The site is bound by open countryside to the north and east. There are no listed buildings, public rights of way, protected trees or notable ecological features adjoining the site and no other constraints that would limit development.

9.3 The properties proposed along the road frontages would follow the general building line established by the existing houses. The general layout is typical of a modern housing estate with the main access road branching off to the north and south and cul-de-sac spurs running off these two main estate roads. Twenty properties would be accessed from a separate estate road running off Raikes Road. Two clusters of higher-density development are proposed in the north-eastern corner and to the east of the site to correspond with affordable housing provision. However, the majority of the houses are detached or semi-detached and overall the density of development is sufficiently in-keeping with this area of Thornton.

9.4 In terms of housing mix, it is noted that of the 110 market houses, 15 would offer five bedrooms, 12 would offer three bedrooms and the remainder would be four bedroom properties. The market housing would include 24 semi-detached houses and 86 detached properties. Overall this does not represent a particularly good housing mix. However, officers are mindful that at present there is no adopted planning policy that requires a housing mix or stipulates the level of mix that would be acceptable. As such it is not considered that a refusal on this basis could be reasonably supported. Furthermore it is acknowledged that the affordable housing proposed on site would introduce some overall mix into the development. Forty-seven affordable homes are proposed, twelve would offer one bedroom, 26 would offer two bedrooms and the remaining nine would offer three bedrooms. These homes would be split between 18 apartments, six semi-detached houses and 23 terraced houses. On this basis, despite the limitations and on balance, the mix is considered to be acceptable.

9.5 The affordable housing provision represents 30% of the total quantum of development and is therefore sufficient to meet the requirements of Policy H13 of the adopted Local Plan. Ordinarily it is preferable for affordable housing to be 'pepper-potted' around a development site such that the affordable provision is indistinguishable from the market housing. However, it must be acknowledged that registered providers require some degree of clustering to facilitate effective management. In this instance two clusters of affordable housing are proposed. Whilst the density of these areas is markedly different due to the smaller house types the affordable clusters are sufficiently well integrated so as not to appear incongruous. As such they are acceptable.

9.6 One area of public open space amounting to 0.076ha is proposed on site. The scheme proposes 157 dwellings which would require open space provision of 0.63ha. Clearly the area proposed is well short of the minimum requirement. However no relevant open space condition applies on the outline permission and in these circumstances, it is not reasonable for the Council to refuse a reserved matters application on the basis of lack of public open space where such provision has not been previously secured. Therefore despite the significant shortfall in public open space provision from that required by Policy H13, it is not considered that the Council could reasonably refuse this application on this basis. As such, the public open space provision shown must be considered to be acceptable.

9.7 The Council stipulates minimum separation distances between new-build residential properties in Supplementary Planning Guidance Note 4. This document requires front/rear-to-front/rear separations of 21m and front/rear-to-side separations of 13m. Rear gardens must be 10.5m in length. These standards are largely met across the site where there is a clear front/back-to-front/back or side relationship and between the proposed properties and those existing. Where the standards are not met the shortfall is generally no more than 1.5m. There are some instances where elevations are set at an oblique angle or are staggered where shortfalls of up to 5m exist. Some properties have also been purposefully designed to have main windows in alternative elevations where minimum separation distances are not met. A number of changes have been made to the scheme since first submission to address the more significant deficiencies, and particularly to ensure an acceptable relationship between the proposed properties and those existing. It is noted that the properties on Furlong Green have habitable room windows looking onto the site and so the nearest plots to the rear have been changed entirely to prevent unacceptable impact. No. 1 has side windows some 5m from the nearest proposed dwelling but these are a secondary window and a hall window and the relationship is typical of side-to-side houses and so no unacceptable impact is anticipated. There are now only two places where a notable shortfall remains. The first is between the side elevations of plots 126 and 153. The latter would have main windows/doors at ground floor level only and would have a side garden where planting could be provided to maintain privacy. As such this shortfall is considered acceptable. The second shortfall is between plots 59-61 and 73-75 where the front-to-front separation is only 16.5m. However, there is arguably a lesser expectation for privacy where windows and doors face the highway and, given the general acceptability of site layout overall, it is not considered that this shortfall would cause sufficient harm in isolation to justify refusal. On balance it is now felt that no unacceptable impacts on residential amenity arising from over-looking, over-shadowing or an over-bearing impact are anticipated. To ensure that no unacceptable impacts arise in the future, a condition is recommended to prevent properties from being extended without prior written authorisation.

9.8 In terms of parking provision the Council does not have currently adopted, published standards but continues to apply the maximum standards originally set out in the Joint Lancashire Structure Plan as best practice. These standards are also applied by Lancashire County Council thereby providing a consistent approach. As proposed, each single bedroom apartment would have one parking space and all of the two-bedroom units would have two parking spaces. The three-bedroom homes would also have two parking spaces. The larger four bedroom properties would typically have three parking spaces although some do benefit from four. The five bedroom properties have three to four spaces depending upon use of their garages. The apartment blocks would have dedicated cycle parking.

9.9 In order to accommodate a parked car and allow for storage of bicycles and garden equipment such as lawnmowers, garages should have internal dimensions of 6m x 3m. Double garages should therefore measure 6m x 6m internally. The detached garages meet these standards but the integral garages generally fall short. That said, the integral garages are large enough to accommodate a parked car. The properties they serve have rear gardens of sufficient size for a garden shed to be installed if desired to provide storage for cycles and garden equipment. Six visitor spaces are shown to serve the flat blocks but otherwise no overspill parking is proposed and it is acknowledged that on-street parking on modern, open-plan estates is generally very limited. However, there are no adopted, published standards that would require such provision and the use of driveways for car parking would be safeguarded by condition. On this basis and as the parking standards are maximum

standards, the level of parking provision across the site is considered to be acceptable.

9.10 The Local Highway Authority has confirmed that the internal layout as proposed is acceptable in highway terms. Since first submission pedestrian links from the site to Lambs Road have been provided and vehicular access to plot 1 has been amended. It is requested that two conditions be attached to any permission granted. The first would require the estate roads to be constructed to appropriate standards and to base level before development starts in order to ensure safe access; and the second would require agreement of future management and maintenance. The first condition is considered appropriate but the second would be combined with a similar condition used elsewhere that also addresses the issue of waste management. The layout shows that communal refuse stores would be provided to serve the apartment blocks and some of the terraced affordable housing. The Building Regulations requirements relating to drag distances for both householders carrying refuse to the point of storage and bins being taken to the point of presentation for collection have been highlighted to the developer. Adherence to the appropriate standards is a matter for building control and waste management agreement but the condition proposed would ensure that the resultant road surfaces are suitable for refuse vehicle access. On this basis and subject to these conditions, the internal road layout is considered suitable.

9.11 In light of the above, the site layout proposed is considered to be acceptable.

SCALE

9.12 The houses and the two flat blocks proposed would generally be two-storey in height and would have ridge heights ranging between 7m and 8.6m. The Jenner house type would include accommodation in the roof space and would have a ridge height of 9m. The existing properties at Furlong Green are all modern two-storey homes and those along Raikes Road immediately to the south are 1.5 or two-storeys high. As such the scale of the proposed buildings is considered in-keeping.

9.13 A levels plan has been submitted in support of the application. This shows that finished floor levels would vary by 7m across the site with a slope evident from north to south. Floor levels east to west would be broadly consistent although a rise of around 1.5m is evident between those properties fronting Lambs Road and those immediately behind. This would result in some variations in ridge height of around 2m. Elsewhere across the site the variation in finished floor level is less marked and so, despite the ridge heights of the different properties ranging between 7m and 9m, the proposed levels are considered to be reasonable. Particular attention has been given to the interface between existing and proposed properties. The difference in the ridge heights between no. 1 Furlong Green and the adjacent house would be less than 0.1m. The nearest properties to nos. 8, 9 and 5 Furlong Green would have ridges 0.3m, 1.9m and 2m higher respectively. Given the separation distances of 12m, 13m and 14m respectively, these would be acceptable. At the southern end of the site, the ridge height of the property on plot 8, the closest to those existing, would be only 1m above the nearest neighbour. More significant would be the change in height between the property on plot 1 with a ridge height of 18.25m and the adjacent Primrose Cottage that has a ridge height of 15.24m. This relationship is side-to-side however and, given the variety of property types along Raikes Road, would not look incongruous.

9.14 Overall, given the heights of the proposed properties, the levels proposed and the separation distances that would be achieved, no unacceptable impacts arising from overlooking, loss of sunlight or daylight or an over-bearing presence are anticipated. On this basis, the scale of development proposed is considered to be acceptable.

APPEARANCE

9.15 The properties proposed would be traditional in appearance. The plans submitted show that they would be of brick construction with tiled roofs. The windows would have stone cills and decorative brick headers. Many of the doors would have canopies over, either in the form of a small flat canopy over the entrance or a tiled, mono-pitched canopy over the door and ground floor window. Some house types would have projecting bays with tiled roofs whilst other have small projecting windows, decorative stone gable features or decorative brickwork. Some properties would have rendered sections. Many of the properties would have a staggered frontage with some element sitting forward of the main elevation. Where properties face onto two estate roads, dual-aspect house types are proposed. Altogether 22 house types are proposed across the site.

9.16 This variation is welcomed as it would create visual interest and an engaging streetscene. The NPPF states that local planning authorities should not attempt to impose architectural styles or particular tastes but does consider it appropriate to promote and reinforce local distinctiveness. The houses in the immediate area are of different styles and designs and there is a mix of modern and older housing. As such there is no established local architectural vernacular for the development to conform to. On this basis, the different house-type designs proposed are considered to be acceptable. Materials can be agreed through condition and a mix of materials would be sought to add to the variety and interest of the estate and avoid visual monotony.

9.17 With regard to boundary treatments, 1.8m high brick boundary walls are proposed along the first two property boundaries facing the estate road running from Raikes Road but otherwise 1.8m high close-boarded fencing is proposed along plot boundaries. Where this fencing would be visible from the estate roads it would be set behind a landscaping strip that would provide some screening. The fencing would be simplistic and functional in appearance but would provide visual coherence around the estate. Additionally, a condition is recommended to prevent the erection of front boundary treatments without prior written approval in order to maintain the coherence and open plan character of the estate. As such, the design of these boundary treatments is acceptable.

9.18 In general it is considered that the scheme has been designed to an acceptable standard. Consequently and subject to the imposition of appropriate conditions on any permission granted, no unacceptable visual impacts are anticipated and the appearance of the different elements of the scheme and of the proposal overall is considered to be acceptable.

LANDSCAPING

9.19 The planting plan submitted shows that hedgerow would be maintained along the northern and eastern boundaries of the site with the open countryside beyond. Hedgerow would also be provided and maintained along the Lambs Road frontage and would follow the line of the access road into the estate. The roundabout to be created on Lambs Road would be landscaped. This would soften the appearance of the development and provide better integration with the surroundings.

9.20 Internally, planting would be provided around the identified area of public open space and front garden areas are shown. This would soften the internal street scenes and prevent domination by car parking. The application has been considered by the Council's Parks team and, other than against the size of the public open space area, no objections have been raised.

9.21 It is recommended that a condition be attached to any permission granted to require the applicant to agree which parts of the site would be given over to private curtilage and which areas, aside from the block of public open space, would be maintained by a private management company. Officers are mindful that land given over to private curtilage would be subject to householder permitted development rights and would be managed at the discretion of the home owner. The condition is therefore considered necessary to ensure that those areas of landscaping that front the estate roads are maintained properly and coherently for communal benefit in the interests of the appearance of the estate.

9.22 In light of the above, the proposed landscaping is considered to be acceptable.

OTHER

9.23 The principle of development was established at outline stage and any necessary contributions towards local education provision should have been secured at that point. There is no justification to ask for planning obligations of this kind as part of a reserved matters application.

9.24 The matters of site drainage, land contamination and affordable housing were considered at outline planning application stage and relevant conditions were attached to the outline permission granted. As such, they are not matters for consideration as part of the assessment of this application. These matters would be resolved through the discharge of the relevant conditions attached to the outline permission.

10.0 CONCLUSION

10.1 The principle of development and the details of the access to the site were established at outline stage under planning permission ref. 14/00553/OULMAJ. This application has sought to agree the reserved matters of layout, scale, appearance and landscaping. These have been considered as set out in the assessment above. The proposals are considered to be acceptable and so, subject to the imposition of the conditions listed below, planning permission should be granted.

11.0 HUMAN RIGHTS ACT IMPLICATIONS

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

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

12.0 RECOMMENDATION

12.1 Grant planning permission subject to the conditions listed below.

Recommendation: Permit

Conditions: -

1. The development shall be carried out, except where modified by the conditions to this permission, in accordance with the Planning Application validated by the Local Planning Authority on 19th January 2017 including the following plans/documents:

- Site location plan ref. 14-029 OS-01
- Proposed site layout plan (including levels) ref. 14-029 0001 Rev G
- Landscape structure plan ref. 5397.014
- Baird house type plan ref. 3.217/P(EG)/BU/L10/300 Rev #
- Bell house type plan ref. 2.213/P/BU/L10/300 Rev #
- Brancaster house type plan ref. 3.113CB/P/BU/L10/300 Rev -
- Brancaster SA house type plan ref. 3.113SACB/P/BU/L10/300 Rev -
- Cavendish house type plan ref. 5.340/P/BU/L10/300 Rev #
- Chinley house type plan ref. 1.345(6)/P/BU/L10/MCK Rev -
- Claydon house type plan ref. 3.118/P/BU/L10/300 Rev #
- Claydon SA house type plan ref. 3.118SACB/P/BU/L10/300 Rev #
- Eton house type plan ref. 4.343/P/BU/L10/300 Rev A
- Gainsborough house type plans ref. 5.235FA/PE/L10/300 Rev # and 5.235FA/PF/L10/300 Rev #
- Haversham house type plan ref. 4.342/P/BU/L10/300 Rev B
- Haversham SA house type plan ref. 4.342SA/P/BU/L10/300 Rev A
- Haversham DA house type plan ref. 4.342DA/P/BU/L10/300 Rev #
- Jenner (special) house type plan ref. 4.209SCB/P/BU/L10/300 Rev #
- Montgomery house type plan ref. 5.133/P/B/L10/300 Rev C
- Montgomery DA house type plan ref. 5.133DA/P/B/L10/300 Rev #
- Nelson house type plan ref. 4.350/P/BU/L10/300 Rev #
- Newton house type plan ref. 4.201/P/BU/L10/300 Rev A
- Newton (render) house type plan ref. 4.201/P/BRU/L10/300 Rev #
- Nightingale house type plan ref. 4.204/P/BU/L10 300 Rev #
- Nightingale SA house type plan ref. 4.204SACB/P/BU/L10 300 Rev #
- Nightingale DA house type plan ref. 4.204DACB/P/BU/L10 300 Rev #
- Oakmere house type plans refs. LL/2.346HL/P/BU/L10 Rev #
- Oxford house type plan ref. 4.309/P/BU/L10/300 Rev #
- Oxford DA house type plan ref. 4.309DA/P/BRU/L10/300 Rev #
- Richmond house type plans ref. ***/5.236/P/TB/L10/300 Rev # and 082/5.236/F/L10/300 Rev #
- Scott house type plan ref. 4.406/P/BU/L10/300 Rev A
- Shakespeare house type plan ref. 4.341/P/BU/L10/300 Rev A
- Trevithick house type plan ref. 3.205CB/P/BU/L10/300 Rev #
- Whitemoor house type plan ref. 4.344/P/BU/L10 300 Rev A
- Wren house type plan ref. 4.404CB/P/BU/L10 300 Rev #
- Wren DA house type plan ref. 4.404DACB/P/BU/L10 300 Rev #
- Single garage plans ref. PGL/2.0/1/B Rev A and PGL/2.0/2/B Rev #
- Double garage plan ref. PGL/5.0/2/B Rev A
- Paired/double garage plan ref. PGL/1.0/1/B Rev A
- 1.8m screen wall plan ref. SW/01
- 1.8m feather edged fence plan ref. WD-01

The development shall be retained hereafter in accordance with these details.

Reason: For the avoidance of doubt and so that the Local Planning Authority shall be satisfied as to the details.

2. Building work shall not commence on any building until details of the materials to be used in the construction of the external surfaces of that building (including the external walls, roof, and windows) have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out using the approved materials.

Reason: To safeguard the visual amenities of the locality and in accordance with Policy SP14 of the Adopted Wyre Borough Local Plan (July 1999). The details are required prior to the commencement of the development because they were not submitted with the application.

3. Prior to the commencement of development, details of the surfacing materials to be used in the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority and the development shall then proceed in accordance with these agreed details.

Reason: In the interests of the appearance of the site and locality in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

4. Prior to any of the dwellings hereby approved being first occupied, the car parking provision shown on site layout plan ref. 14-029 0001 Rev G as relating to that dwelling shall first be provided and shall thereafter be retained.

Reason: In order to ensure that adequate off-street car parking provision is available to meet the needs of the development in the interests of visual and residential amenity and highway safety in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

5. Notwithstanding the information shown on site layout plan ref. 14-029 0001 Rev G, details of secure cycle storage to include the provision of racks sufficient to accommodate one bicycle per apartment shall be submitted to and agreed in writing by the Local Planning Authority. This agreed cycle storage shall then be provided prior to any of the associated apartments being first occupied and shall thereafter be retained.

Reason: In order to encourage travel by sustainable modes in accordance with the provisions of paragraph 17 of the NPPF.

6. (a) Prior to any of the apartments hereby approved being first occupied, a waste management plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall detail the provision of refuse bins to meet the needs of the apartment blocks hereby approved. The development shall then proceed in full accordance with this approved plan.

(b) Prior to any of the dwellings hereby approved being first occupied, details of the appearance of any refuse storage facilities associated with that dwelling shall be submitted to and agreed in writing by the Local Planning Authority. The development shall then proceed in full accordance with these approved details.

(c) The refuse storage provision shown on site layout plan ref. 14-029 0001 Rev G and agreed through this condition shall be provided before the associated dwelling(s) are first occupied and shall thereafter be retained.

Reason: In order to ensure that waste is properly managed within the site in the interests of visual and residential amenity in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

7. Notwithstanding the information shown on the approved plans, the doors and windows of the dwellings hereby approved shall be recessed by no less than one brick width from the face of the elevation in which they sit.

Reason: In the interests of good design in order to ensure that the buildings offer visual depth to break up their massing in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

8. (a) Prior to the commencement of development, a Landscaping Management Plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall include details of those responsible for management of the landscaping on site and a programme for general maintenance of any communal areas.

(b) Prior to the commencement of development, a plan shall be submitted to and agreed in writing by the Local Planning Authority that shows which areas of open space and landscaping shown on the approved site layout plan ref. 14-029 0001 Rev G and landscape structure plan ref. 5397.01 as hereby approved shall be:

- given over to private residential curtilage
- managed as communal landscaping in accordance with the Landscaping Management Plan required by (a)
- managed as public open space in accordance with the Landscaping Management Plan required by (a)

The development shall then be maintained in accordance with these agreed details.

Reason: In order to provide clarity as to the boundaries of residential curtilage and to ensure that the landscaping provided on site is appropriately managed in the interests of the appearance of the site and locality in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999). These details are required prior to commencement to ensure that the landscaping delivered as part of the scheme is managed appropriately in the interests of the visual amenity of the area in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

9. (a) Prior to the commencement of development a phasing plan for the delivery of the housing and associated landscaping detailed on landscape structure plan ref. 5397.01 shall be submitted to and agreed in writing by the Local Planning Authority.

(b) The landscaping as detailed on landscape structure plan ref. 5397.01 as hereby approved shall be carried out in full accordance with these approved details within the first planting season following the completion of the associated development as set out in the phasing plan required under part (a) above.

(c) The landscaping as detailed on landscape structure plan ref. 5397.01 as hereby approved shall be implemented in full prior to the final dwelling hereby approved being first occupied.

(d) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within 5 years of planting, or any trees or shrubs planted as replacements shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the site is satisfactorily landscaped in the interests of visual amenity and ecology in accordance with the provisions of paragraph 17 and section 11 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999). The details are required to be approved prior to commencement of development to ensure landscaping is implemented at an appropriate time during the development in the interests of the visual amenity of the area in accordance with Policy SP14 of the Adopted Wyre Borough Local Plan (July 1999).

10. (a) The boundary treatments shown on site layout plan 14-029 0001 Rev G and detailed on plans ref. SW/01 (1.8m screen wall) and WD01 (1.8m fence) shall be provided before the associated dwellings hereby approved are first occupied and shall thereafter be retained and maintained.

(b) Where boundary walls are shown on the approved plan referenced above, these walls shall be constructed of brick to match that of the associated dwelling.

Reason: In the interests of residential amenity so secure private curtilage and in the interests of the appearance of the site and locality in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

11. Notwithstanding the definition of development as set out under section 55 of the Town and Country Planning Act 1990 (as amended) and the provisions of Schedule 2, Part 1 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting that Order with or without modification), the garage(s) hereby approved shall be retained solely for the housing of a private motor vehicle, and at no time shall any works be undertaken that would prevent it from being used for that purpose.

Reason: To ensure that sufficient off-street vehicle parking provision is available to meet the needs of the development in the interests of residential and visual amenity and highway safety in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

12. Notwithstanding the definition of development as set out under section 55 of the Town and Country Planning Act 1990 (as amended) and the provisions of Parts 1 and 2 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking or re-enacting that Order with or without modification);

- (i) the dwelling(s) shall not be extended;
- (ii) no works shall take place that would preclude the use of the driveways hereby approved for the parking of cars; and
- (iii) no boundary treatments shall be erected forward of a property elevation facing a road.

Reason: To ensure that the Local Planning Authority has control over any future development in order to safeguard the residential amenities of neighbours; in order to ensure that sufficient off-street parking provision is available to meet the needs of the development; and to ensure that the estate retains its open plan character in the interests of residential and visual amenity and highway safety in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

13. (a) No development shall be commenced until details of the proposed arrangements for future management and maintenance of the proposed streets within the development have been submitted to and approved by the local planning authority. These details shall include a plan showing areas of road proposed for adoption by the Local Highway Authority and any areas proposed for private management.

(b) Should the plan required by (a) show that any stretches of road within the estate would be privately managed:

(i) details of a Road Management Plan to detail how those sections of road would be maintained in perpetuity, and

(ii) details of the surfacing of those sections of road, shall be submitted to and agreed in writing by the Local Planning Authority.

(c) The streets shall thereafter be maintained in accordance with the approved management and maintenance details as set out above or until such time as an agreement has been entered into under section 38 of the Highways Act 1980.

Reason: In order to provide certainty as to the responsibility for the roads within the development; in the interest of highway safety; to ensure a satisfactory appearance to the highways infrastructure serving the approved development; to ensure that any areas of private road are suitable for use by refuse collection trucks; and to safeguard the visual amenities of the locality and users of the highway in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

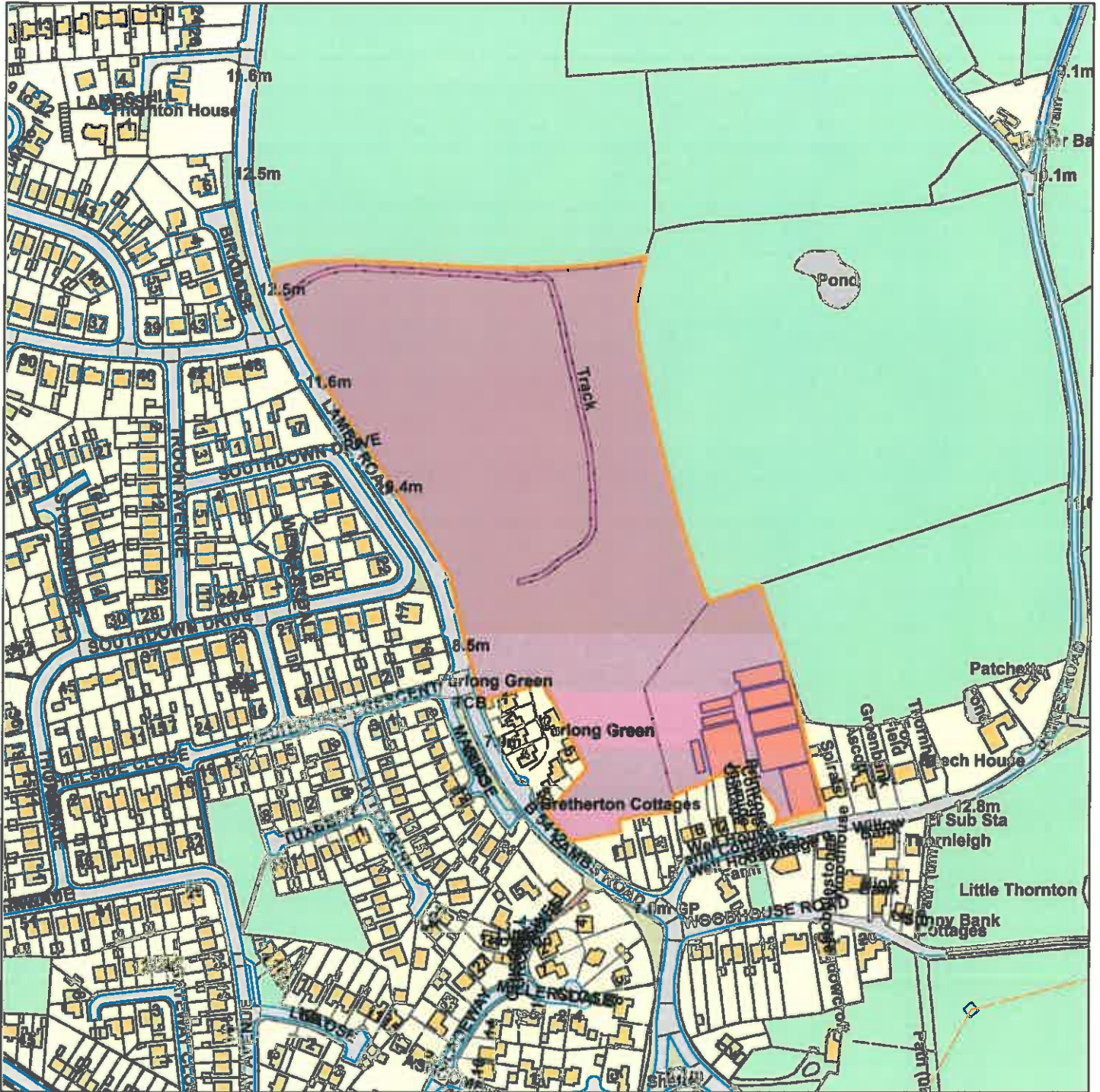
14. The new estate roads shall be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base course level before any development takes place within the site.

Reason: To ensure that satisfactory access is provided to the site before the development hereby permitted becomes operative in accordance with the provisions of paragraph 17 of the NPPF and Policy SP14 of the Wyre Borough Local Plan (1999).

15. Notwithstanding the information shown on the approved plans, the windows serving bathrooms, en-suites and WCs as shown on the house type drawings hereby approved shall be obscure glazed at a scale of 5 (where 1 is hardly obscured and 5 is totally obscured) and maintained as such thereafter. Any subsequent repaired or replacement glazing shall be fitted with obscure glass to the same level of obscurity.

Reason: To safeguard the privacy of occupants in accordance with Policy SP14 of the Adopted Wyre Borough Local Plan (July 1999).

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Organisation	Wyre Council
Department	Planning Department
Comments	Item 2
Date	19 July 2017
SLA Number	10008720

Committee Report**Date: 02.08.2017**

Item Number	3
Application Number	17/00455/FUL
Proposal	Application for removal of condition 5 (relating to holiday accommodation) on Planning Permission 08/00385/FUL
Location	1 Maple Cottages Sowerby Road Inskip-With-Sowerby Lancashire PR3 0TT
Applicant	Mr & Mrs T Southwell
Correspondence Address	c/o Mr David Shepherd 20 Collingwood Avenue St Annes Lancashire FY8 2SB
Recommendation	Refuse

REPORT OF THE HEAD OF PLANNING SERVICES**CASE OFFICER - Miss Lucy Lowcock**

Site Notice displayed – 1/6/17

Press Notice – N/A

1.0 INTRODUCTION

1.1 This application is brought to Committee at the request of Councillor Catterall. A site visit is proposed to aid Members in understanding the proposal beyond the information submitted with the application.

2.0 SITE DESCRIPTION AND LOCATION

2.1 The application site comprises 3 adjoining holiday cottages to the rear of the dwelling 1 Maple Cottages, Inskip. Set on the western side of Sowerby Road, Inskip. The site falls in the countryside and is in Flood Zone 1. The site is also within the buffer zone of a gas pipeline.

2.2 1 Maple Cottages is a two-storey semi-detached dwelling. It has a garden area to the front and rear and a drive to the side leading to a detached garage. The drive also serves the cottages to the rear, which is one building split into 3 separate units. There is a lawn to the front and side of the building. The site is next to residential properties and wider fields.

3.0 THE PROPOSAL

3.1 Proposed is the removal of condition 5 on planning permission 08/00385/FUL. This planning permission was for the conversion of stables to 3 holiday cottages. Condition 5 stated 'the development shall be used for the purposes

of holiday accommodation only and the occupation by any person or persons shall be limited to short stay visitors staying for periods not exceeding one month in any six month period'. Therefore, if this condition is removed the 3 properties could be occupied as residential dwellings. The reason for the condition was 'The development is approved for holiday use only and occupation on a permanent basis would be contrary to the provisions of Policy SP13 of the Adopted Wyre Borough Local Plan (July 1999).'

4.0 RELEVANT PLANNING HISTORY

4.1 Application No: 13/00532/OUT - Outline application for the erection of one detached dwelling - Refused for the following reasons:

The formation of a new dwelling in an isolated position within the open countryside outside of any defined rural settlement, and not in close proximity to accessible services, is considered unsustainable development contrary to the requirements of the National Planning Policy Framework (section 6 and specifically para 55) and would also be contrary to Policy SP13 of the Adopted Wyre Borough Local Plan (July 1999) as the site does not constitute an infill plot due to a frontage of 92m between existing dwellings, and would serve only to consolidate sporadic roadside development to the detriment of the intrinsic character and beauty of the countryside. There are therefore no special circumstances or justification for a dwelling in this location.

The application fails to demonstrate that a satisfactory view line envelope (of 2 x 90 metres) is able to be achieved as part of the access to the site, which will result in a lack of forward visibility when egressing the site, increasing the highways risk to all users of the highway, contrary to the requirements of Policy SP14 of the Adopted Wyre Borough Local Plan (July 1999).

4.2 Application No: 12/00100/FUL - Variation of condition 5 of 08/00385 to enable occupation for residential use instead of holiday use - Refused for the following reason:

It has not been demonstrated that there is sufficient justification for the removal of Condition 5 of application 08/00385 which restricted the use of the properties to holiday use only. The removal of the condition would be tantamount to the creation of 3 new dwellings in the countryside. As such the proposal is contrary to the provisions of Policies SP13 and H6 of the Adopted Wyre Borough Local Plan (July 1999) which seek to limit development in the countryside unless there is sufficient justification. It must also be demonstrated that there is no potential/demand for commercial/tourist use. It is also contrary to the National Planning Policy framework which seeks to limit new homes in the countryside unless there are special circumstances, none of which are not met by this proposal.

4.3 Application No: 08/00385/FUL- Conversion of existing stables into three holiday cottages - Approved

5.0 PLANNING POLICY

5.1 NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

Section 3. Supporting a prosperous rural economy

Section 6. Delivering a wide choice of high quality homes.

Paragraph 55 states that isolated new homes in the countryside should be avoided unless essential for a rural worker, viable use of heritage asset, reuse of

redundant/disused building and lead to an enhancement of the immediate setting or of exceptional quality design.

5.2 ADOPTED WYRE BOROUGH LOCAL PLAN (SAVED POLICIES)

- Policy SP13 Development in the countryside
- Policy SP14 Standards of design and amenity
- Policy H6 Conversion of rural buildings

5.3 EMERGING LOCAL PLAN

A Preferred Options version of the Wyre Core Strategy underwent a public consultation between 2 April and 21 May 2012. The Council is now progressing a single Borough-wide Local Plan document and reconsidering the spatial strategy. The Council consulted on Issues and Options for the new Local Plan between the 17th of June and the 7th of August 2015. The Wyre Core Strategy Preferred Options included consultation on a number of Core Policies which will inform policies in the Local Plan. Presently the Core Policies in the Wyre Core Strategy Preferred Options form a material consideration of limited weight in the consideration of planning applications in accordance with paragraph 216 of the National Planning Policy Framework (March 2012).

Relevant policies in the emerging Local Plan include:

- CS8 Strategy for central rural plain
- CS13 Sustainable development
- CS14 Quality of design
- CS24 The countryside

6.0 CONSULTATION RESPONSES

6.1 CADANT GAS – no comments received

6.2 HEALTH AND SAFETY EXECUTIVE (STANDING ADVICE) – do not advise against the development.

6.3 INSKIP PARISH COUNCIL – no comments received

6.4 LANCASHIRE COUNTY COUNCIL HIGHWAYS - no comments to make.

6.5 W.B.C LEISURE AND TOURISM – no comments received

7.0 REPRESENTATIONS

7.1 Two letters of objection received, points raised:

- The impacts of the development in respect of matters such as design, scale, amenity (privacy and noise), highway safety, the natural environment and the historic built environment.
- evidence that there is demand for the holiday cottages (bookings, reviews on Trip Advisor and sales particulars of the property).
- would intensify the use of the site, including domestic paraphernalia.
- Damaging to the visual amenity of the countryside.
- heavily reliant on private transport. Isolated location.
- no need for housing in the area.

- impact on support of tourism/rural economy and detrimental to other businesses.
- case no comparison to 16/00117/FUL and cites other cases that have been refused 11/00127/FUL, 12/00436/FUL, 14/00945/FUL and 14/00365/FUL
- no requirement for additional affordable housing in the area.
- the cottages are not of a good design and not suitable for permanent occupation.
- the financial implications for the applicant should not be a consideration in determining the application.
- the current charges for the holiday accommodation are at the higher end of the scale given the basic nature of the properties on offer.
- unrealistic sum sought for the property and no sale board used in marketing.
- not sustainable development

8.0 CONTACTS WITH APPLICANT/AGENT

8.1 19/6/17 and 20/6/17 provided supporting information.

8.2 16/6/17 Informed of concerns with application in terms of sustainability of location and inadequate marketing of the properties as holiday cottages.

9.0 ISSUES

9.1 The main issues in this application are as follows:

- Principle of development
- Visual Impact / Design / Impact on the street scene
- Impact on the residential amenity
- Impact on Highway / Parking
- Flood risk and drainage

Principle of development

9.2 The 3 units to the rear of No. 1 Maple Cottages currently have a condition restricting their use to the purposes of holiday accommodation. If this condition were to be removed the properties would be available for use as residential dwellings with no specific justification, such as an agricultural workers dwelling or affordable housing. Therefore, the suitability of the principle of allowing residential units at the site has to be assessed.

9.3 The site falls in the countryside. Policy SP13 of the Adopted Local Plan restricts development in the countryside. The policy does not support unjustified development in the countryside and the proposal is not one of the exceptions allowed under the given criteria of the policy. NPPF in Paragraph 55 states that the provision of isolated new homes in the countryside should be avoided. The site is approximately 1.24 miles from the settlement of St Michaels with a primary school, village hall, church and shop, and 1.3 miles from the settlement of Inskip. Both of these settlements have limited services, so there would be a reliance on wider settlements for employment and day-to-day services. These settlements would have to be accessed on narrow country roads, without footpaths and lighting for the main part. The closest main bus stops are in these settlements. There is a bus-stop approximately 0.7 miles from the site, however this provides an infrequent (less than hourly) service that does not operate in the evenings or on Sundays and Bank Holidays and does not have an official bus-stop sign. This would also have to be

accessed via unpaved and unlit roads. It is not considered that this bus-stop would make dwellings at the site suitably accessible by sustainable means. A combination of the distance and road conditions would mean that the occupiers of the residential units would likely be car reliant, as travel to services and public transport would be unattractive and potentially dangerous on foot. There are Public Footpaths in the area, although the distance of these to the settlements would be similar and these would not be usable by bike. The location of the units is therefore considered to be poorly accessible and unsustainable for the provision of dwellings. Other cases have been cited by the applicant, however, these were in different locations to the application site and do not have comparable circumstances, particularly in relation to their distance from and accessibility to services.

9.4 Policy H6 of the Adopted Wyre Local Plan allows proposals for conversion to residential use where a set of criteria are satisfactorily demonstrated. Alongside the considerations under NPPF, the principles of this policy apply as the proposal would result in a building changing to residential use if the relevant planning condition relating to holiday use is removed. Policy H6 requires no potential/demand to be demonstrated to exist for a commercial, industrial or tourist use in the locality or the location of the site is not suitable for a commercial, industrial or tourist use either on environmental or highways grounds. Regarding the potential/demand for a tourist use, the applicant has presented marketing evidence. 1 Maple Cottages is stated to have been marketed for sale since 19/7/16. So on the submission of the planning application this was around 10 months marketing. The site was marketed as a whole with the dwelling and 3 holiday cottages marketed as one. It is stated that there has been limited interest in the property. No sales board was erected outside the house. This evidence is considered to be inadequate and does not adequately demonstrate that there is not a tourist demand for the properties.

9.5 Firstly, the holiday units have been shown by the applicant to be being operated profitably. In the supporting statement it is stated that there have been falling returns and a drastic reduction in people holidaying at the properties, but no evidence has been submitted to support this. No evidence has been provided on the occupancy rates of the cottages to demonstrate that they are under occupied and that bookings have declined, making them commercially unviable, and no accounts for previous years have been submitted to demonstrate falling returns. Therefore, evidence has not been provided to back up the applicant's statements. Conversely, on Trip Advisor where the cottages can be booked, one of the cottages is fully booked in August, and the other two are significantly booked in this month. There are also positive comments of the cottages available on this website. Therefore, it has not been demonstrated that there is no potential for a tourist use.

9.6 Secondly, the marketing methods employed by the applicant to determine if there is an interest in the holiday cottages being sold off, either individually or as a business, are considered to be inadequate. The holiday units have not been marketed independently from the dwelling, so this may have been a deterrent in a person purchasing them. Both in terms of the cost and if a person did not wish to also purchase a dwelling alongside the business. It is not accepted that the owner of the holiday property/properties have to live on site. If a person were to purchase the business, this could be operated remotely from the site, as not all managers of holiday accommodation necessarily live on site. Alternatively, the holiday cottages could have been of interest to individual buyers wishing to purchase a holiday home. Therefore, it is considered that the marketing of the property with the dwelling may have deterred these potential buyers. It should be noted that when the property was marketed online, the holiday cottages were not mentioned on the main title page of the marketing, therefore potential purchasers using online searches may not have

been easily aware that the holiday business was available to purchase. A sales board has not been displayed outside the house, which is also considered to contribute to the inadequate marketing. The applicant states that this was to prevent a detriment to the business. However, it is not considered that this would be the case as most holiday makers would not see the sales board prior to booking and it could have been erected outside the main dwelling, so not acting as a deterrent to tourists.

9.7 On balance of the above matters, the site is not considered to be in a sustainable location, being poorly accessible to services and public transport. The occupants of the dwellings would therefore be car dependent. This is considered to be contrary to NPPF, which advises against providing isolated dwellings in the countryside. With regard to local planning policies, Policy H6 of the Adopted Local Plan requires no potential/demand for a commercial, industrial or tourist use to be demonstrated. The information and marketing evidence is considered to be insufficient to demonstrate this. The proposal would therefore unjustifiably result in the loss of a source of economic activity in the area, with the loss of these economic benefits. The use of the properties as dwellings would conversely bring limited economic benefits, with a small contribution towards meeting the identified housing needs of the borough. On balance, the unsustainability of the location and economic loss are considered to result in adverse impacts that would significantly outweigh the limited benefits. The proposal is therefore considered to be unsustainable and therefore unacceptable in principle.

Visual Impact / Design / Impact on the street scene

9.8 The building is already in place and no external alterations are proposed. There would therefore be no visual impacts from using the units as permanent dwellings rather than holiday accommodation other than the erection of domestic structures or extensions which would have the potential to have significant visual impacts in this rural location. A condition could be attached to remove permitted development rights, to prohibit future building, if the application was acceptable in principle.

Impact on the residential amenity

9.9 A residential use would be as compatible with adjacent residential uses as the current holiday accommodation is, in terms of noise and activity.

9.10 In terms of the impacts to neighbouring properties, no external alterations are proposed to the properties, therefore there would not be increased potential for impacts on light to neighbours and no new windows are proposed. However, the original approval for the holiday cottages (App. No. 08/00385/FUL) included a condition ensuring obscure glazing be provided in the bedroom and kitchen windows on the rear elevations. This was considered acceptable given the holiday use of the properties, however, it would not be an acceptable level of amenity for a person occupying the units on a permanent basis as a dwelling. The occupiers of the proposed dwellings would not have an outlook from some of their main rooms, which is considered necessary to provide adequate amenity for the occupants. Therefore, with the current planning condition in place relating to the obscure glazing, there would be unacceptable amenity to the occupants of the proposed dwellings. If the application is allowed, there would also likely be pressure to replace the glazing with clear glazing. There is a hedgerow between the application site and the neighbouring garden, however, this does have gaps permitting views through into the neighbours and it may not be as densely leafed in winter months. If a screen fence were to be proposed along the boundary, this would mean that the main windows of the 3

dwellings would be around 1.5m from a high boundary fence, which would present a sense of enclosure to the main rooms. Additionally, at present the units have a shared outdoor amenity space. No details have been submitted in respect of the private amenity space which would be available for each of the proposed dwellings. This would be a poor level of amenity to not provide private gardens for each of the properties.

Impact on Highway / Parking

9.11 Lancashire County Council Highways have no objections to the proposal, therefore it is considered that there would not be any highway safety or parking concerns with the proposal.

Flood Risk

9.12 The site is in Flood Zone 1, therefore there are no flood risk concerns from using the units as residential accommodation. Also a sequential/exception test is not required in accordance with NPPF.

Drainage

9.13 The use of the units as residential dwellings rather than holiday units is not considered to have any drainage implications, as the drainage will already be in place to serve the properties.

Trees/Ecology

9.14 No trees would be impacted on by the proposal and there would be no ecology impacts from the proposal.

Other Issues

9.15 Consultations with the HSE and Cadant Gas indicate no issues with the adjacent pipeline.

10.0 CONCLUSION

10.1 It is considered that the proposal would be unacceptable in principle and non-compliant with NPPF and Adopted Local Plan Policies SP13 and H6. The proposal would result in the provision of 3 market dwellings in a poorly accessible and isolated location. The occupants therefore would be car reliant, which would be socially and environmentally harmful. Furthermore, there would be economic losses to the local area through the loss of 3 units of holiday accommodation. Insufficient evidence has been provided with the application to demonstrate that there is no demand for a tourist use at the site, which would be contrary to policies SP13 and H6 of the Adopted Wyre Local Plan. In addition, the residential amenity of the proposed dwellings would be inadequate with a poor outlook to main rooms of the dwellings and a lack of private amenity space.

11.0 HUMAN RIGHTS ACT IMPLICATIONS

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

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

12.0 RECOMMENDATION

12.1 Refuse

Recommendation: Refuse

1. The proposal would result in the provision of three market dwellings in a poorly accessible and isolated location in the countryside. The occupants of the dwellings would therefore be car reliant. This would be contrary to Paragraph 55 for NPPF, which states that new isolated homes in the countryside should be avoided. Additionally, insufficient evidence has been submitted to demonstrate that there is no potential/demand for a tourist use from the site. This would be contrary to Policies SP13 and H6 of the Adopted Wyre Local Plan and the loss of the tourist use would result in harm to the local economy. The social, economic and environmental harm from the proposal would significantly and demonstrably outweigh the limited benefits, and therefore the development is considered to be unsustainable.

2. The proposed dwellings that would result from this application would have inadequate amenity, by reason of the lack of outlook through windows that serve main rooms and lack of private amenity space. This poor level of amenity would be contrary to NPPF and Policy SP14 of the Adopted Wyre Local Plan.



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Comments	Item 2
Date	19 July 2017
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