

Planning Committee

22 March 2017

<b>Item No</b>	<b>Site/ Video/ Photos</b>	<b>Application Number</b>	<b>Location</b>	<b>Proposal</b>	<b>Rec.</b>	<b>Decision</b>
1	S	16/00550/FULMAJ	Garstang Business And Community Centre 96 High Street Garstang Preston Lancashire PR3 1EB	Erection of 3 storey building following partial demolition of existing building to provide approx. 1400sqm (gross) of retail floor space (Class A1) and 18 residential apartments with associated new and reconfigured car parking	PER	
2	S	16/00241/OULMAJ	Land To The West Of The A6 (Preston/Lancaster New Road) Bounded By Nateby Crossing Lane & Croston Barn Lane Nateby Garstang PR3 1DY	Outline planning permission for the erection of up to 269 dwellings, up to 5,532sqm of Class B1a offices, up to 3,957sqm of Class B1c light industrial floor space, up to 495sqm (gross) Class A1 convenience store, up to 300sqm (gross) Class A3 Coffee shop with associated landscaped open spaces and pedestrian/cycle link to Garstang with access taken from the A6 and Nateby Crossing Lane including the construction of a new roundabout and reconfiguration of the A6 (resubmission 14/00458/OULMAJ)	PER	
3	S	16/00230/OULMAJ	Land East Of Lancaster New Road Cabus Lancashire PR3 1NL	Outline planning permission seeking to agree means of access for residential development for up to 183 dwellings including provision of 3G sports pitch and	REF	

				associated parking facilities with access taken from the A6 and Gubberford Lane		
4	S	16/00144/OUTMAJ	Daniel Fold Farm Daniel Fold Lane Catterall Preston Lancashire PR3 0JZ	Outline application with all matters reserved apart from access for residential development for up to 66 houses and a medical centre	PER	
5	S	16/00625/OUTMAJ	Land Off Garstang Road Barton Preston Lancashire PR3 5DQ	Outline application for a mixed use development of up to 72 dwellings and up to 320sqm (gross) retail floor space (Use Class A1) with associated access from the A6 (all other matters reserved).	PER	
6	S	16/00807/OUTMAJ	Land Rear Of Shepherds Farm 771 Garstang Road Barton Lancashire	Outline application for erection of up to 34 dwellings with access applied for off the A6 (Re-submission of 15/00549/OUTMAJ)	PER	
7	S	15/00420/OUTMAJ	Land At Garstang Road Bowgreave Lancashire	Outline application (all matters reserved) for residential development and associated infrastructure	PER	
8	S	15/00891/OUTMAJ	Garstang Country Hotel And Golf Club Garstang Road Bowgreave Preston Lancashire PR3 1YE	Outline application seeking to agree means of access for the erection of up to 95 dwellings	PER	
9	S	15/00928/OUTMAJ	Land Off Calder House Lane Barnacre With Bonds Lancashire PR3 1ZE	Outline application for residential development for up to 49 dwellings with access applied for off Calder House Lane	PER	

**Committee Report**

Date: 22.03.2017

<b>Item Number</b>	<b>01</b>
<b>Application Number</b>	<b>16/00550/FULMAJ</b>
<b>Proposal</b>	<b>Erection of 3 storey building following partial demolition of existing building to provide approx. 1400sqm (gross) of retail floor space (Class A1) and 18 residential apartments with associated new and reconfigured car parking</b>
<b>Location</b>	<b>Garstang Business And Community Centre 96 High Street Garstang Preston Lancashire PR3 1EB</b>
<b>Applicant</b>	<b>Keyworker Homes Limited</b>
<b>Correspondence Address</b>	<b>c/o De Pol Associates Ltd FAO Chris Betteridge Farington House Stanifield Business Park Stanifield Lane Leyland Preston PR25 4UA</b>
<b>Recommendation</b>	<b>Permit</b>

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

1.1 The application is before members for determination for a number of reasons. Its consideration by the Committee has been requested by Councillor Atkins. It is also 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 and because the full nature of the site and its surroundings cannot be satisfactorily communicated through photographs.

**2.0 SITE DESCRIPTION AND LOCATION**

2.1 The application relates to a 0.7 hectare site that lies immediately to the east of the roundabout at the junction of High Street and Croston Road, Garstang. The site is currently occupied by the Garstang Business and Community Centre, public car parking and public conveniences. The River Wyre and an area of public open space bound the site to the east and there are residential properties to the

north and south. High Street is one of the main roads through Garstang town centre and is characterised by commercial uses to the south of the application site and residential properties to the north. The existing business centre is in two parts. A two-storey section of period design with a rear outrigger and pitched-roof fronts the main road with a more modern, two-storey, flat-roofed section behind to the south.

2.2 There is a grade two listed building immediately opposite the application site on the western side of High Street. With the exception of the landscaped frontage at the western end of the site, the site falls within flood zone 2. The very eastern end of the site closest to the river falls within flood zone 3. The eastern end of the site also falls within a Minerals Safeguarding Area. There are no Biological Heritage Sites within close proximity of the site and no trees subject to Tree Preservation Orders. Two public rights of way bound the site, footpath 2-12-FP-3 runs along the southern boundary with footpath 2-12-FP-1 roughly following the line of the river to the east. The site falls within the defined boundaries of the Garstang Conservation Area and Garstang Town Centre.

### **3.0 THE PROPOSAL**

3.1 The application seeks planning permission for the demolition of the existing building and the erection of a three-storey building comprising retail floorspace at ground floor level (approx. 1400sq m gross) and 18 residential units above with associated new and reconfigured car parking. The application has changed significantly since first submission. Originally a community centre and only 16 apartments were proposed. However, following the applicant's failure to obtain any firm commitment in respect of future use of the community centre, this aspect of the scheme has been removed and an additional two apartments proposed. The application was re-publicised accordingly.

3.2 The application has been supported by:

- Planning statement
- Design and access statement
- Statement of public consultation
- Heritage statement
- Landscape design statement
- Ecological appraisal including a bat survey
- Arboricultural impact assessment
- Flood risk assessment including a sequential appraisal
- Noise assessment
- Preliminary risk assessment
- Transport assessment

### **4.0 RELEVANT PLANNING HISTORY**

4.1 No directly relevant planning history identified.

### **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. Local needs and circumstances must be taken into account. 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 whilst securing high quality design and a good standard of amenity. The different roles and characters of different areas must be considered. The planning system must support the transition to a low carbon future by encouraging the use of renewable resources such as renewable energy. Full account of flood risk must be taken. The natural environment must be conserved and enhanced. The effective use of land is encouraged and mixed use developments are to be promoted. Heritage assets must be conserved in a manner appropriate to their significance. Patterns of growth must be actively managed to make fullest use of sustainable transport modes.

5.1.3 Section 1 relates to the building of a strong, competitive economy.

5.1.4 Section 2 seeks to ensure the vitality of town centres and states that main town centre uses should be developed in accordance with the sequential test. Where no local floorspace threshold is set, impact assessments should be provided for developments of more than 2,500sq m. Where an application fails to satisfy the sequential test, or is likely to have significant adverse impact on vitality or investment, planning permission should be refused.

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

5.1.6 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.

5.1.7 Section 7 requires the planning system to secure good design and states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

5.1.8 Section 8 promotes healthy communities. Planning decisions should deliver places which promote meetings between members of the community who may not otherwise come into contact and should ensure the sustainability of existing community facilities and services.

5.1.9 Section 10 considers the challenge of climate change, flooding and coastal change. Development must be located in accordance with the sequential test and, where necessary, only permitted once the exceptions test has been passed. Development must be made safe and should not increase the risk of flooding elsewhere.

5.1.10 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.

5.1.11 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 POLICY 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 Air quality – this section provides guiding principles on how planning can take account of the impact of new development on air quality.

5.2.3 Conserving and enhancing the historic environment – the section expands on the significance of heritage assets and the process requirements for dealing with development proposals affecting heritage assets.

5.2.4 Design – this section provides advice on the key points to take account of when considering design.

5.2.5 Ensuring the viability of town centres – this section guides local planning authorities in planning effectively for new development supporting town centres. It advocates a ‘town centre first’ approach. However, it is recognised that it may not always be possible to locate main town centre within centres. Where this is the case, developments must be directed to the best locations to support the vitality and vibrancy of town centres in accordance with the sequential test, and where no likely significant adverse impact on the health of existing town centres would arise as informed by an impact assessment.

5.2.6 Flood risk and coastal change – this section advises on how planning can take account of the risks associated with flooding and coastal change in plan-making and the decision-taking process. It expands upon the application of the sequential and exceptions tests as part of decision-making.

5.2.7 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.

5.2.8 Minerals – this section provides guidance on planning for mineral extraction as part of the plan-making and decision-taking process, including the safeguarding of minerals.

5.2.9 Natural environment – this section explains the key issues in the implementation of policy to protect biodiversity and discusses local requirements.

5.2.10 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be

considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.11 Travel plans, transport assessments and statements in decision-taking – this section provides advice on when transport assessments and transport statements are required, and what they should contain.

### 5.3 ADOPTED WYRE BOROUGH LOCAL PLAN (SAVED POLICIES)

5.3.1 The following policies are considered to be of most relevance:

- SP2 – Strategic location for development
- SP14 – Standards of design and amenity
- ENV7 – Trees on development sites
- ENV9 – Conservation areas
- ENV13 – Development and flood risk
- ENV15 – Surface water run-off
- H13 – Open space in new housing developments
- TC1 – Town centre boundaries
- TREC8 – Existing and additional or improved sports and recreational facilities
- CIS6 - 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 Relevant policies in the emerging Local Plan include:

- 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
- CS17 – Infrastructure and community facilities
- CS19 – Biodiversity and geodiversity
- CS20 – Housing mix
- CS21 – Affordable housing
- CS25 – Flood risk and water resources
- CS28 – The historic environment

## 5.5 JOINT LANCASHIRE MINERALS AND WASTE LOCAL PLAN

5.5.1 Policy M2 is most relevant and states that incompatible development will not be supported on land within a minerals safeguarding area unless the applicant can demonstrate that: the mineral is no longer of value or has been fully extracted; the full extent of the mineral could be satisfactorily extracted prior to development; the development is temporary and would not prevent future extraction; there is an over-riding need for the development; the depth of the mineral would make prior extraction unfeasible; or that extraction would cause land stability issues.

## 5.6 OTHER DOCUMENTS

5.6.1 WYRE AFFORDABLE HOUSING VIABILITY STUDY OCTOBER 2010 – this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings; although in some areas it would be a lesser percentage.

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 THE FYLDE COAST RETAIL STUDY 2011 (as updated in 2013 and 2015) –with regard to rural areas, this study noted that small scale enhancements to foodstore provision on sites that relate well to existing centres and do not undermine their offer may be appropriate. Maintaining the strength of Garstang Town Centre through the provision of between 750sqm to 1,250sqm of additional floorspace was identified as a priority. This study, including the updates, also identified a requirement for the provision of 500sqm to 750sqm net of comparison goods floorspace collectively in lower order centres (neighbourhood, local and district). It recognised that small-scale facilities to meet local, day-to-day, shopping needs are inherently sustainable and that there may be justification for the expansion of existing district and local centres, or the creation of new centres, to meet the needs of new large-scale developments.

5.6.4 WYRE LOCAL RETAIL FLOORSFACILITY THRESHOLD ADVICE NOTE (2015) – this note requires all planning applications for convenience and comparison goods retail developments exceeding 500sqm gross floorspace outside of defined centres to be accompanied by a retail impact assessment.

5.6.5 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 the study. Garstang is ranked fourth on the list.

5.6.6 GARSTANG CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN (2010) – this document describes the conservation area and its historical development. It appraises views, uses, buildings, open areas and other features. The report identifies issues and threats as well as opportunities and makes recommendations for improvements and future development.

## **6.0 CONSULTATION RESPONSES**

6.1.1 GARSTANG TOWN COUNCIL (general comments – initial dated 19.07.16) – object. The site falls within the Garstang Conservation Area. A heritage assessment was undertaken in respect of the first proposal (the subject of pre-application consultation rather than a formal planning application) and it considered to still apply. This noted that the scheme would cause harm to the significance of the listed building and conservation area. The building would have a greater footprint than that existing and would obscure views of the Trough of Bowland AONB. The scale is therefore a concern as is the height and mass of the building and the extension of the building line in the conservation area. The new structure would be of contrasting materials. There would be an effective reduction in public parking provision from 120 spaces to 90. Long-stay parking on the site must be retained. The existing bollards would be removed. These were introduced to target anti-social behaviour and their loss could see an increase of such. The development could overlook Holmgarth and so windows facing in this direction should be obscure glazed. Rights of access must not be compromised. The community room is not fit for purpose as it would be too small with insufficient ceiling height. It should be retained as a community asset.

6.1.2 GARSTANG TOWN COUNCIL (general comments – subsequent dated 28.11.16) – objection maintained. Two new units have been proposed but no additional parking is shown and no amended documents have been submitted. The increase in flats could affect traffic flow and the A6. The originally submitted documents should be updated. It is unclear where staff of the retail unit would park and if sufficient parking would be available. An increase in on-street parking pressure would be a concern.

6.1.3 GARSTANG TOWN COUNCIL (comments in relation to heritage impact dated 13.09.16) –

6.1.3.1 The Garstang Conservation Area was designated in 1972 and an appraisal and management plan published in 2010. The open space, trees and landscaping to the front of the building are considered to make a very positive contribution to the area. A PROW runs through the site to the River Wyre. There are important views across the surrounding landscape from the site and from the riverside to the Conservation Area. The application site holds significant communal, civic value and provides a strong sense of place. The wider Conservation Area is a heritage asset of moderate to high significance and the application site makes a positive contribution to this significance. The application building is within the immediate setting of a Grade II listed building. The listed building is a heritage asset of high significance derived principally from its architectural and historical interest. Secondary significance comes from its associated plot and the wider setting at the northern periphery of the Conservation Area and at the 'gateway' to Garstang.

6.1.3.2 The application building is a key unlisted building within the Conservation Area and is in a prominent position. The architectural features of the building are detailed and it is noted that there is a 1960s extension to the rear and side. The significance of the building, albeit considered to be low, is derived primarily from its architectural, historic and communal interest. It holds a degree of aesthetic value in its relationship with the High Street. It is located at the northern gateway to the Conservation Area. The building is largely as originally constructed and this adds to its overall heritage significance.

6.1.3.3 The proposal, by virtue of its scale, bulk and massing would create an intrusive and inappropriate development that would harm the character and appearance of the Conservation Area and the setting of the nearby listed building. The heritage value of the existing building would be lost. A contemporary design is considered acceptable in principle, but the scale, design, form and materials of the proposal is considered unsuitable. New developments in historic locations must relate well, sit happily, respect important views, respect the scale of neighbours, use appropriate materials and building methods and create new views and juxtapositions which add to the variety and texture of the setting. The development proposed would be harmful to the existing heritage assets, namely the listed building, existing building and Conservation Area. It would be excessive in scale and overly dominant. It would not respect the scale of the existing building. It would be unduly dominant and would not respect the historic hierarchy of the area. Views would be affected and lost. Damage would occur to the original structure and internal fittings. The scheme would be contrary to Policies SPD14, ENV9 and ENV10 as well as NPPF paragraphs 131, 132, 134 and 135.

6.2 NATEBY PARISH COUNCIL – by virtue of its magnitude the building is not in-keeping with the area or character of Garstang. The existing open space offers spectacular views. There are enough shops and supermarkets in the area. Visitors may also be discouraged if the car park is full of traffic associated with the new development.

6.3 ENVIRONMENT AGENCY (EA) – initially an objection was raised on the basis of the submitted flood risk assessment (FRA). Subsequently an addendum to the FRA has been provided. Response dated 18.08.16 states it is considered that the development would be safe and would not be an unacceptable risk of flooding. The development would not exacerbate flood risk elsewhere providing that it proceeds in accordance with the FRA and its addendum. The original objection is withdrawn. It is recommended that a condition be attached to any permission granted to ensure compliance with the FRA and to ensure that finished floor levels are no less than 18.87m above ordnance datum. It is recommended that flood proofing measures are employed such as barriers on ground floor doors, windows and access points, and provision of high level electrical points. The applicants should sign up to the EA warning service. Flood Defence Consent and an Environmental Permit may be required and the applicant should consult the EA in the first instance. The EA has right of access to the River Wyre.

6.4 UNITED UTILITIES – no objection subject to the imposition of three conditions that would require foul and surface water to be drained on separate systems; the agreement of a surface-water drainage scheme based on sustainable principles; and the agreement of a lifetime management and maintenance plan. Surface water should be drained with order of preference given to discharge via infiltration; a surface water body; a drain; the combined sewer. A public sewer crosses the site and no development should take place within 3m of the centre line. The sewer may have to be moved at the applicant's expense. Trees and shrubs

should not be planted within mature canopy width of the sewer or outflow system. A water supply can be provided. The level of cover for sewers and mains must not be compromised. Each unit would require a separate metered supply and all fittings must meet current standards. A building control body should be consulted if a sewer is discovered. Justification for the requested conditions is provided.

6.5 HIGHWAYS ENGLAND – no objection.

6.6 THE RAMBLERS ASSOCIATION – no comment received in time for inclusion in this report. Any comments that are received will be reported through the update note.

6.7 GREATER MANCHESTER ECOLOGY UNIT (GMEU) – several features on the buildings have been found to have potential for roosting bats and the site is considered to have good foraging and commuting habitat, particularly along the eastern boundary. A subsequent emergence survey noted bats to be present although no bats were seen at a second dusk and dawn survey. As the building is a confirmed roost, a European Protected Species Mitigation Licence would be required prior to development. A licence can only be issued where it can be demonstrated that the works would not be detrimental to the maintenance of the species, that there is not satisfactory alternative, and that the works are in overriding public interest. With regard to the first test, the roost is considered to be of low conservation significance and would not be detrimental to the maintenance of the population of Common Pipistrelle bats in Garstang. However, an appropriate method statement and mitigation licence would be required and should be secured through condition. It is not anticipated that otters would be affected but appropriate construction measures should be adopted and secured through condition. A condition should also be attached to any permission granted to prevent vegetation clearance during the main bird breeding season in order to protect nesting birds. Lighting can affect bats and so a lighting scheme should be agreed through condition. Finally, a biodiversity enhancement scheme for the site should be secured through condition.

6.8 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.8.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and

- Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

6.8.2 (A) Main Site Access Strategy - The developer is proposing to utilise the existing access to the High Street car park as access to the residential element of the development as well as servicing. The car park will continue to operate as a public car park albeit with fewer spaces.

(B) Transport Assessment (TA) - Since the submission of the TA the proposal has been modified and is now for 1,400m<sup>2</sup> A1 and 18 apartments as compared to 1,400m<sup>2</sup> A1, 183m<sup>2</sup> D2 and 16 apartments. In terms of overall impact on the highway network these are relatively minor changes. The TA takes no account for committed developments nor does it take account of the cumulative impact assessment for the developments which are currently being considered. The TA predicted an additional 14 and 21 movements in the AM and PM peak hours respectively would occur. The changes to the proposal would not significantly affect these numbers. Traffic growth has been accounted for the assessment year of 2022. The trip rates used are accepted as reasonable. The distribution for local traffic is acceptable however no analysis has been undertaken for the A6 corridor. The TA did not contain the most recent 5 year accident data, however, LCC have reviewed this and have considered this in the assessment. The developer has carried out junction operational assessment at High Street / Croston Road mini roundabout; and Croston Road / Park Hill Road roundabout. Despite a few discrepancies in background traffic growth and traffic generation, the junctions will operate within capacity for the assessment year (2022). No junction operational assessment has been undertaken on the A6 corridor.

Site accessibility - The NPPF 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”. In the TA the developer only identifies the existing walk; cycling and public transport services / facilities and makes no comments that would promote sustainable travel for any elements of the development. The development site is located within Garstang town centre and as such a number of amenities exist within close proximity to the site. However, there may still be a propensity for the residential unit's occupants to travel by car, especially to destinations such as Preston. The developer has not produced a Travel Plan. In order to satisfy LCC that the development promotes sustainable travel an Interim Travel Plan / Framework Travel Plan needs to be produced prior to commencement of the development (should planning permission be granted). The developer offers nothing to improve pedestrian, cycling or public transport infrastructure / services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. LCC would expect to see the upgrading of pedestrian crossing points close to the development site to assist those with mobility issues. In this respect the pedestrian dropped kerbs at the site access should be amended to incorporate tactile paving which is now standard for crossing points countywide. These should also be provided on all arms of the mini-roundabout junction at High Street / Croston Road. There are bus stops close to the development site which do not provide raised boarding areas, as a minimum LCC would expect to see these upgraded to improve accessibility to the site for a wider range of users.

Update to comments above – 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, on this matter, by this developer and has ultimately allowed an informed decision to be reached on this and other applications under consideration.

(C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - There are some issues with the access and car park layout which require relatively minor amendments namely: additional parking provided; the access be widened on the bends (with revised swept path drawing provided); and at the location of the secure carpark/gate, kerbing to be provided on the public car park side (last 3 spaces) and at the turning head. This provision is aimed to influence the swept path of service vehicles thus providing separation between a moving delivery vehicle and a vehicle exiting the secure car park overcoming a safety issue.

(D) S278 Works - The following works should be carried out under an s278 agreement:

- The upgrading of bus stops on High Street (location and details to be agreed);
- Upgrading of pedestrian crossing points with tactile paving (all arms of the mini-roundabout); and
- Amendments to the site access (should it be necessary following swept path analysis).

(E) Planning Obligations (s106 Planning Contributions) - Despite acknowledging LCC has indicated previous concerns and their understanding that LCC has previously set out a Strategy that would need to be followed to allow support for a level of further development in the A6 corridor, there is no mitigation proposed by the applicant. This, together with the inadequate assessment presented is unacceptable to LCC. 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. A considered and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network. The development will impact on pedestrian and vehicle movements within Garstang town centre, including a necessity to change car park signing and as such LCC would expect to see a significant contribution to Scheme F of Initiative 1.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).
- Also,
- Travel Plan Support Contribution - £6,000.

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 13 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.9 LANCASHIRE COUNTY COUNCIL (LEAD LOCAL FLOOD AUTHORITY) – objection was initially raised on the basis that an inadequate flood risk assessment had been submitted. Additional information was subsequently submitted and revised comments have been provided (dated 08.12.16) withdrawing the former objection. It is requested that three conditions be attached to any permission granted. These would require the development to proceed in accordance with the FRA, require the agreement of a surface water drainage scheme, and require the agreement of a management plan for this scheme. Two advice notes relating to watercourse and highway drainage network connection are also recommended.

6.10 LANCASHIRE COUNTY COUNCIL (LOCAL EDUCATION AUTHORITY) – the scheme proposed would require the provision of one primary school place in the local area. This would equate to a financial contribution of £13,474.53. An infrastructure project would be named at the point of determination (together with an up-to-date contribution assessment / calculation).

6.11 LANCASHIRE COUNTY COUNCIL (PUBLIC RIGHTS OF WAY OFFICER) – no comments received in time for inclusion in this report, any comments that are received will be communicated through the update note.

6.12 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – Revised response (05.12.16) confirms no objection. Foul and surface water must be drained separately and not combined as proposed. As surface water storage is proposed under the existing car park, clarification is required as to ownership and future maintenance. The existing surface water drainage does not appear to have been plotted. The site is in flood zone 2 and is therefore at medium risk of flooding.

6.13 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – the submitted desk study has been based on an Envirocheck report supplemented by a site walkover. The information is considered to be proportionate to the risk identified and is therefore acceptable. The inclusion of a preliminary conceptual site model (CSM) is welcomed. This recommends a site investigation and details of this should be provided. The responsibility for the safe development of the site rests with the developer. The standard condition requiring the submission of a desk top study and agreement of any necessary investigation and mitigation works should be attached to any permission granted.

6.14 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) – no comments to make.

6.15 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE) – noise and vibration from the operation of the retail element must not adversely affect the health and quality of life of the residential occupants. A condition is therefore required to ensure that the building is constructed with appropriate noise insulation. A second condition relating to maximum noise levels is also recommended as are conditions limiting maximum cumulative noise. Further conditions are requested to agree sound-proofing in respect of retail unit plant and limitations on delivery times, vehicle activity the use of roll cages and waste compactors. Signs to direct delivery and collection drivers are requested and hours of operation of the retail unit are stipulated. A construction management plan should be secured by condition.

6.16 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (ODOUR/DUST) – a construction management plan should be secured through condition to ensure that dust and air-borne pollutants are appropriately managed.

6.17 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LIGHT) – artificial lighting shall not be intrusive to the occupants of sensitive premises. Lighting shall be designed in accordance with the Institute of Lighting Professionals published guidance notes. A limit on light intrusion is also specified and should be secured through condition. A construction management plan should be secured by condition.

6.18 WBC HEAD OF BUILT ENVIRONMENT (ESTATES) – the maximum number of tenants in occupation at any time has been 10 but the property has rarely been fully let. In terms of local community groups, a playschool, dance school, a taekwondo group and a group making community meals have used the premises on a casual basis. There has been a steady decline in tenancies and casual users over the last five years and this has resulted in the continued operation of the centre no longer being financially viable. The Council closed the building in 2015. Notices were served on remaining tenants and users and it is understood that all have found alternative premises in the local area.

6.19 WBC SERVICE DIRECTOR PEOPLE AND PLACES (PARKS AND OPEN SPACES) – the new trees indicated next to the toilet block could cause interference and should perhaps be planted elsewhere. Any new trees or hedgerow should be protected while they become established and replaced if they fail. The millennium tree must be retained and should be shown on the landscaping plan. Further response notes the revised drawing which shows the millennium tree translocated to a new position.

6.20 WBC SERVICE DIRECTOR PEOPLE AND PLACES (TREES) – the submitted arboricultural assessment is agreed. One moderate quality common lime tree would have to be lost to enable the development. Fourteen new trees would be planted and this is considered to be adequate mitigation. A condition should be attached to any permission granted to require agreement of a tree protection plan and arboricultural method statement. The plan also shows the absence of T9, a Norway maple that was a Millennium memorial tree. This tree should be retained or relocated. A detailed landscaping scheme should be secured. Note that the latest plans show the existing Millennium tree relocated.

## 7.0 REPRESENTATIONS

7.1 Twenty-one representations have been received raising the following issues:

- Over-development
- Would not benefit Garstang
- Impact on Garstang high street
- Another supermarket should not be supported
- Community centre should not be on the first floor as this would make emergency evacuation dangerous
- The community centre is too small and poorly designed with inadequate ceiling heights
- The removal of the community centre from the scheme is unacceptable
- Contrary to Wyre's Conservation Plan
- Contrary to planning policy
- Impact on the Garstang Conservation Area
- Conservation officer response inadequate
- The development would be too high and excessive in scale
- The building would not respect the established building line
- Poor/inappropriate design
- The materials proposed are inappropriate
- Greater public realm improvements are needed, especially along the river
- Loss of views
- Loss of privacy, especially from the balconies
- Flat roofs should not be accessible
- Increased noise, including from deliveries
- Loss of parking
- Loss of disabled parking
- Loss of long-stay parking facility
- Loss of car park for community use
- Large vehicles could not manoeuvre
- Traffic calming measures are required
- Access/parking for the neighbouring premises would be compromised
- Increase in flood risk
- Unclear how refuse would be dealt with
- Increase in anti-social behaviour through removal of bollards
- Community centre should be let at nominal rent to Garstang Town Council
- The toilet block should be modernised (this would allow additional parking)
- The development is speculative
- Inconsistent approach by the Council
- Full details of sale have not been made publicly available

7.2 One representation expressing support has been received.

7.3 A letter of support has been submitted by Ben Wallace MP.

7.4 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.

7.5 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.

7.6 Members are respectfully advised that commercial details such as those pertaining to the sale of the site are confidential and, in any event, are not a valid planning consideration.

## **8.0 CONTACTS WITH APPLICANT/AGENT**

8.1 Dialogue has been maintained throughout the application process to provide updates and request additional information, amendments and clarification as required.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of residential development
- Principle of retail development
- Loss of the existing use
- Visual impact
- Heritage impact
- Housing density and mix
- Amenity impact
- Access, parking and highway safety
- Flood Risk and drainage
- Ecology and trees
- Environmental impacts
- Affordable housing, infrastructure provision and obligations
- Other issues
- Sustainability appraisal and planning balance

### **PRINCIPLE OF RESIDENTIAL DEVELOPMENT**

9.2 The application site falls within the boundary of Garstang Town Centre. The NPPF makes it clear at paragraph 23 that Local Planning Authorities should plan to meet the needs for residential development within town centres and recognise that residential development can play an important role in ensuring the vitality and viability of centres. The site falls outside of the primary and secondary shopping areas

identified within the town centre and the residential accommodation would be at upper floor level. On this basis, it is considered that the residential units would not have a detrimental impact upon the health of the town centre but would instead bolster its vitality and viability.

9.3 The Council currently does not have an established housing requirement set out in planning policy. However, the Fylde Coast Strategic Housing Market Assessment (SHMA) 2013 and subsequent updates provide an 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. As paragraph 47 of the Framework makes it clear that one of the Government's key objectives is to significantly boost the supply of housing, the provision of 16 new residential units would be a quantitative contribution towards meeting the boroughs housing requirement. This would weigh notably in favour of the application. The recently published Wyre Settlement Study places Garstang fourth in the rank of borough settlements and first 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 a valid indication of sustainability.

9.4 In light of the above, the principle of the residential development proposed is considered to be acceptable.

#### PRINCIPLE OF RETAIL DEVELOPMENT

9.5 The site falls within the defined boundary of Garstang Town Centre. The glossary to the NPPF lists retail development as a main town centre use and paragraphs 23-27 seek to direct such development to established town centres. As such, the retail aspect of the proposal is considered to be acceptable in principle.

#### LOSS OF THE EXISTING USE

9.6 The scheme has changed significantly since first submission. It was originally proposed that a small community centre would be provided at first floor level. This would have replaced the previous community use of the building. However, it is understood that the applicant failed to get a local commitment to future use of the facility and, as a result, the community element was removed from the scheme and replaced by two additional residential units. As a consequence, the proposal would now result in the loss of a community facility. This, in itself, is contrary to Policy TREC 8 of the adopted Wyre Local Plan and paragraph 70 of the NPPF which seeks to guard against the unnecessary loss of facilities and services.

9.7 The building is owned and previously operated by Wyre BC and so the records pertaining to previous use are held within the Council. It is understood that the building was largely used as offices with a café and community room. Whilst the café may have operated on a community-focused basis, it was nevertheless leased and run as a business. It is understood that the community room was only regularly used by four organisations; Garstang Town Council, a taekwondo school, a dance school, and a group that prepared community meals. Upon the closure of the building, letters were sent to these groups advising them of alternative, available premises. The Town Council and women's group are now known to use the new church hall to St. Thomas'. The Taekwondo School also uses this facility as well as the local YMCA. The dance school is understood to operate from Garstang

Community Academy. The local relocation of these groups in addition to the limited use of the building prior to closure suggests that it was not needed as a community recreation facility. Officers are mindful that the building closed because its continued operation was not financially viable. This has been confirmed by the Council's Estates department who have stated that the building closed in 2015 because of dwindling use over the previous five years which resulted in an unviable operation. Notwithstanding this situation, the loss of the existing community facility does weigh against the proposal.

## VISUAL IMPACT

9.8 The development proposed would see the demolition of the majority of the existing building which currently comprises the original main section and a later extension added in the 1960s. The front and part of the side elevation of the original part of the building would be retained. The existing extension is not considered to be a sympathetic addition to the building as, despite the good brick match, the overall form does not reflect that of the host building. It is not considered to have any inherent architectural merit. As such, the loss of the extension and the rear part of the original building is not anticipated to have an unacceptable visual impact on the site or streetscene.

9.9 The application proposes the erection of a three-storey, L-shaped, modern structure to be sited behind the retained elevations. It would be set-back by some 3.9m from the front elevation of the original property with the second floor element further set back in parts to enable the creation of balconies.

9.10 The new elements of the building would be modern in design. The grey slate roof of the original building would be continued but the walls would be a smooth render. Rather than being a sharp L-shape, the corner would be angled. This angled elevation would include the main entrance point for the retail unit and would face southwards along High Street and into the Conservation Area, thereby reflecting the likely desire line of town centre users. Glazed curtain walling would be used on this angled elevation in order to maximise the visual impact of the main entrance point. This finish would also be repeated at the junction of the new extension with the original building in order to create a light but clean visual break. This break would be effective in establishing the presence of the new extension whilst maintaining the built integrity of the original structure. The existing raised gable end of the original building would remain visible and this in combination with the proposed set-back would reinforce the visual distinction between the two elements of the resulting building. To balance the building and provide a degree of symmetry, glazed curtain walling would be used again at the eastern end of the south-facing elevation.

9.11 In order to create a second floor of accommodation, a horizontal band of glazing would be introduced within the roof-plane and behind the parapet of the original building. This would be achieved by cutting into the roof space and the feature would not be visible from the side elevation. The extent to which this alteration would be visible from ground level close to the site is anticipated to be limited. The second floor of the extension would be set back in sections to reduce bulk and massing albeit with some sections projecting forwards to align with the floors below and provide strong vertical elements to break up the overall scale of the building. These projecting vertical features would also be timber clad to enhance the visual distinction they create. This approach is not uncommon, it generally works well and it is considered to be acceptable in this instance. The proposed roof would over-sail these points of projection but, where the second floor is recessed, timber trusses would project out to the faces of the building. This feature would provide visual

interest and would also make reference to the supporting structure of the building and the historic built form in the wider area. On balance and when viewing the proposed building as a whole, this design feature is considered to be acceptable.

9.12 The fenestration proposed facing High Street and on the southern elevation between the three sections of glazed curtain walling would be different in size and format to that on the original building and at second floor level. However, this variation would provide visual interest and emphasise the difference in design approach between the old and new sections of the building. The nature of the glazing proposed reflects the different uses of these parts of the building for retail sales space and retail storage. Overall, despite the different and contrasting features, the resulting elevations would appear suitably coherent with no particular element appearing over-dominating or jarring when viewed as a whole.

9.13 The rear elevation facing into the car park would arguably have a softer appearance. It would include larger areas of timber cladding. The most easterly elevation would incorporate a significant amount of glazing and this would be well aligned and set within the space. The timber cladding would wrap around this end wall onto that facing the residential car park. An enclosed servicing area would be created with a solid roof and side, an open end towards the river and railings towards the back of the original building. This would lean against the timber clad side elevation. The rear wall of the existing part of the building would see the introduction of a green wall at ground floor level. This would create a visual feature on the approach to the main entrance point to the residential accommodation. This material would make reference to the riverside location of the site and would soften the appearance of this part of the development.

9.14 In order to accommodate the development proposed, the side elevation facing towards the residential neighbour to the north would be altered significantly. Amendments have been made since first submission to reduce the visual impact of this change. The new side elevation would now sit just behind that of the original part of the building retaining its integrity but would still rise up to ridge level. A roof plane would be formed facing towards the river. To soften the appearance of this side elevation, the top section above the eaves level of the original part of the building would be clad in tiles to match those on the main roof. The internal arrangement and the need to maintain adequate head-height within the apartments has prevented the creation of an incline at this point. Nevertheless, the cladding would make the top part of the wall look more like part of the roof when viewed on the approach towards the town centre along Lancaster Road. The existing residential property to the north of the site would screen the new building to a significant extent but it is nevertheless recognised that the top section of the elevation would be clearly visible. This is not ideal but it is recognised that this elevation faces away from the Conservation Area. Overall, it is considered that the changes made are sufficient to ensure that the proposed building would not have an unacceptable visual impact.

9.15 Other ancillary features such as shopping trolley bays and an access gate to the residential section of the car park are proposed and the wider car park would be reconfigured. New landscaping would be provided. In the context of the overall works, these incidental elements are considered to be acceptable.

9.16 Overall the design of the development is considered to have been well thought out. The scheme is effective in marrying a new and contemporary extension with a traditional building without compromising the architectural value and integrity of the host. The materials proposed would contrast with those of the original building but this would provide visual distinction and interest. The glazed break is considered

to be particularly effective in separating the old from the new and maintaining the identity of each. On this basis and in itself, the design and the visual impact the development would have is considered to be acceptable.

## HERITAGE IMPACT

9.17 Whilst the design of the building, in itself, is considered to be acceptable, the potential impact upon the setting of the nearby listed building and on the Garstang Conservation Area must be assessed. A number of representations have been received on this point asserting that the scheme would be contrary to the relevant planning policies and to the aims and objectives of the Garstang Conservation Area Plan. It is also claimed that an approval in this instance would be inconsistent with previous Council decisions in the area. The heritage officer retained by the Council to provide professional advice on developments with a heritage impact has been consulted on this proposal to evaluate the scheme and its interaction with the surroundings. The application has been considered with due regard to the duties under sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which is to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses and to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. It has also been considered with due regard to paragraphs 128-138 of the NPPF and Policy ENV9 of the Wyre Borough Local Plan (1999). The original building was built in 1913 and extended in the 1960s. The submitted heritage statement is considered to be adequate and is agreed. The original building contributes to the significance of the conservation area but not to the listed building and the extension is considered to be detrimental. The heritage officer has clarified his evaluation relates to the retention of the façade only (as is proposed); and that the interior of the original building, whilst of some local interest, is not so interesting to warrant its retention. Anything of interest can be recorded as part of a building recording (photographic survey) pre-demolition condition.

9.18 The content of the Garstang Conservation Area Appraisal and Management Plan is noted, as are the requirements of Policy ENV9 of the adopted Local Plan which relates to Conservation Areas. The Conservation Area plan in particular is strongly focused on new developments following the existing form and design of the historic built form of Garstang. Policy ENV9 is less restrictive; it requires new developments to respect their context in character, building line, scale, proportion and materials. Both of these documents must be read in conjunction with the NPPF which was published in 2012 and is therefore a more up-to-date expression of planning policy. Whilst the NPPF reiterates many of these objectives, paragraph 131 does require local planning authorities to take account of the desirability of sustaining and enhancing the significance of a heritage asset and putting it to a viable use consistent with its conservation.

9.19 It is recognised that the development as proposed would retain the existing frontage of the original building and provide a very different and contemporary element immediately adjoining. In this regard it conflicts somewhat with the guidance set out above. However, it is generally recognised that new development does not have to replicate historic form in order to respect and complement its setting. Urban areas evolve over time and incorporate a mix of buildings from different eras. This juxtaposition of style is a key element of the character of most town centres. It is pertinent to note that the current conservation area of Garstang includes buildings spanning the 17th, 18th, 19th and 20th centuries up to the modern day. The heritage officer advises that the proposed building would

be sympathetic but contemporary and this approach is considered an appropriate way to deal with modern interventions in historic environments. There would be adequate articulation between the 1913 building and the new structure thereby respecting the quality and character of the original. It is considered that the setting of the older building would be enhanced through the removal of the 1960s extension. Through the preservation of the setting, the significance of the listed building would be sustained.

9.20 The design of the development proposed does not seek to replicate the historic form of the original building. It would be set back from the original frontage, thereby giving this element greater prominence and primacy in the streetscene and respecting the established building line as required by policy. As stated previously, a section of glazed curtain walling is proposed to form a clear visual break between the old and new sections of the building. It is considered that this approach would be more effective in respecting the original design than a scheme seeking to tie in directly with the host structure. This is because modern materials and building methods differ from those of period properties meaning that points of connection are generally easily appreciable. Such connections can appear more incongruous and disjointed that a purposeful visual break.

9.21 It is acknowledged that different materials and a modern approach to fenestration are proposed. This is at somewhat odds with the requirements of Policy ENV9 and the Conservation Area Plan. However, Policy ENV9 only requires building materials to respect local traditional materials and fenestration to accord with the surroundings. There is no expectation of a match. There is evidence of the use of render within the Conservation Area. The roof materials proposed would reflect those on the original building. The use of timber panelling would make reference to wider use of timber as a building material. Whilst the form of these materials would undoubtedly be visually different, they are considered to sufficiently respect the general surrounding context. Equally with regard to the fenestration, this must be viewed in the context of the variety of glazing visible within the vicinity. It is also considered that the contrast between the old and new sections that is generated by features such as the windows is valuable in reinforcing the distinctive character of the original building and highlighting its particular architectural merit. The heritage officer advises that the development is considered to respect the character and views from the Conservation Area. Open space would be retained and building lines improved. Although contemporary, the fenestration would replicate the rhythm of the existing building and the materials would complement in colour and tone. The visual distinction between old and new is considered necessary. The trees and shrubs around the southern edge of the site should be maintained through condition to protect views from the historic core of the Conservation Area.

9.22 The Council's heritage officer has assessed the scheme in detail and has considered the representations submitted, including those by Garstang Town Council. In his professional opinion, the development proposed would adequately sustain the heritage value of the host building and the Garstang Conservation Area and would not have an unacceptable impact on the setting of the nearby listed building. It is considered that the design of the building proposed is of sufficiently high standard to justify the modern approach taken. On this basis, no unacceptable heritage impacts are identified.

## HOUSING DENSITY AND MIX

9.23 The scheme proposes eighteen apartments on a site of 0.7ha. This equates to a housing density of nearly 26 dwellings per hectare which is low for a flat development within a town centre and does not represent an efficient use of land as encouraged by the NPPF. However, the application site includes the existing public car park which is to be reconfigured. The area of the site relating directly to the residential development amounts to some 0.28ha. This gives a more realistic housing density of 64 dwellings per hectare which is more typical for a town centre apartment scheme. This is considered to be acceptable and an effective use of land to deliver new housing in an inherently sustainable location.

9.24 Of the eighteen apartments proposed, seven would offer a single bedroom and eleven would offer two bedrooms. Of these larger flats, three would provide two double bedrooms. This would give a reasonable housing mix and would be typical of a flat development. Given the nature of the surrounding housing in the area, the development would contribute towards an overall mix to meet local needs. As such, the housing mix proposed is considered to be acceptable.

## AMENITY IMPACT

9.25 The existing building is a substantial two-storey, L-shaped building. The front section has a gable end facing the neighbouring property to the north. The rear section is lower in height and has a pitched roof plane facing towards the neighbour. The eaves height of this part of the building is roughly comparable with that of the residential property. The existing building has a side elevation of some 24m in length. The proposed building would have a slightly reduced side elevation of around 23m in length but the height of the elevation facing the neighbour would increase as the existing sloping roof plane would be replaced by side wall. This would result in a height increase of around 3.5m. However, there are no windows in the side elevation of the neighbouring house which is separated from the building by some 6.7m. The increase in height could lead to some loss of direct sunlight and daylight into the rear garden but it is noted that there is a detached garage positioned on the site boundary and that the garden is significant in size stretching to some 64m in length. As such, no unacceptable impact from over-shadowing is anticipated.

9.26 The apartments proposed would not have the benefit of any private outdoor amenity space at ground level. This is not unusual in a town centre apartment development and it not unacceptable. It is noted that there is some landscaped open space towards the front of the site and that the informal public open space around the river is in close proximity. Residents would have direct access to adequate cycle and refuse storage facilities. In order to provide some private amenity space, balconies are proposed to serve the residential units. Those in the front elevation would face towards the arts centre at a distance of more than 21m with those in the side elevation facing the access road some 30m from the nearest residential property to the south. This is considered acceptable. The balconies in the rear elevation would overlook the public car park towards the river and a screen could be provided to reduce sideways views. Those in the side elevation facing towards the neighbour to the north would be some 22m from the boundary with the rear garden. This could enable some overlooking but, given the size of the rear garden and the presence of some intervening trees, no unacceptable loss of privacy is anticipated. The provision of these balconies would go some way to overcome the lack of private garden space and, on balance, are considered to be a positive feature.

9.27 The Council does not have any adopted standards relating to internal floorspace. The flats proposed would all have open plan kitchen and living areas with separate bedrooms and bathrooms. Some units would have en-suite facilities. Each flat would be of reasonable size with adequately proportioned rooms. Some would have purpose-built storage space. The layout is such that the lounge-kitchens and bedrooms of the individual flats would sit next to the same rooms in neighbouring units. This approach to layout minimises potential noise nuisance. Favourable stacking between the units on the first and second floors has been achieved in some areas but not all. Overall, it is considered that the accommodation proposed would provide an acceptable standard of residential amenity.

#### ACCESS, HIGHWAY SAFETY AND PARKING

9.28 The existing access to the High Street car park is proposed as access to the residential / retail element of the development as well as servicing. The car park will continue to operate as a public car park albeit with fewer spaces. There are 120 existing public car park spaces and the resultant plan shows 117 spaces, although some of which will be designated for the residents and retail unit and so will not be freely available. In terms of the internal site layout, LCC Highways requested minor amendments to provide additional parking; widen the access on the bends (with revised swept path drawing provided); and provide kerbing at the location of the secure carpark/gate, on the public car park side (last 3 spaces) and at the turning head. A revised site plan and swept path drawing has been produced in response to this, which includes an additional three parking spaces along the southern boundary (117 spaces in total) and slight repositioning of the parking bays to the north of this.

9.29 A Transport Assessment has been submitted. Together with work undertaken by another developer and further work undertaken by LCC which has provided a "Cumulative Assessment" for the northern section of 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 13 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 may be able to 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. LCC confirm that there is further limited capacity within the corridor that can support the application proposal but where resolution 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.

9.30 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. County Highways do raise concerns that the developer offers nothing to improve pedestrian, cycling or public transport infrastructure / services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. In order that the development is able to “make the fullest possible use of public transport, walking and cycling” as required by the NPPF (paragraph 17), LCC would expect to see the upgrading of pedestrian crossing points close to the development site with tactile paving on all arms of the mini-roundabout junction at High Street / Croston Road and the upgrading of bus stop on High Street near to the development site. This can be secured by condition / s278 works which the developer agrees to in principle. In addition, in order to satisfy LCC that the development promotes sustainable travel as required by paragraph 35 of the NPPF an Interim Travel Plan / Framework Travel Plan needs to be produced prior to commencement of the development (should planning permission be granted). This can be secured by condition. A Travel Plan Support Contribution of £6,000 is also requested. This can be secured as a S106 contribution.

9.31 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 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. Highways England offers no objection to the impact of the development on the strategic highway network. 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.

## FLOOD RISK AND DRAINAGE

9.32 The scheme, including the submitted flood risk assessment and its addendum, has been considered by the Environment Agency, United Utilities, the Lead Local Flood Authority and the Council’s own Drainage Officer and no objections have been raised. It is recommended that a number of conditions should be attached to any permission granted to ensure that the site is made safe against flood risk and adequately drained to prevent any increase in flood risk either on or off site.

9.33 As the site falls within flood zone 2, the applicant must demonstrate compliance with the sequential test but there is no need to apply the exceptions test, as the development is not defined in the Planning Practice Guidance as a “highly vulnerable use”. The Council has produced a guidance note for applicants on the production of sequential appraisals and this notes that a bespoke approach is likely to be required in the case of mixed use schemes. In this instance, the retail and residential elements have been disaggregated because it is not essential for the two uses to be provided collectively on the site. The area of search for the retail element has been limited to Garstang Town Centre. This is based on the relevant catchment identified in the Fylde Coast Retail Study and acknowledges the requirement set out in the NPPF for new retail development to be directed to established town centres. A walking survey of the town centre was undertaken but no potentially alternative and comparable site was identified. Land to the south of the town centre allocated for mixed commercial, business and small-scale residential use is also located within Flood Zone 2 and is therefore not sequentially preferable. As such, the retail element passes the sequential test.

9.34 The residential sequential appraisal is based on a borough wide search in accordance with the guidance. In terms of site parameters the agent has had to take a bespoke approach. It is argued that the smallest site area which could accommodate the quantum of residential development proposed, including car parking, is 0.15ha. The same development set over a single storey with parking would require a 0.195ha site. On this basis, the search has been limited to sites of between 0.14ha and 0.2ha in area. This is considered to be reasonable. A review of sites in the published 2010 Strategic Housing Land Availability Assessment, sites which benefit from a current permission (based on the latest published housing land report) and sites allocated for residential development have been considered. In addition three local property agents have been contacted. A Sequential Test Addendum has also been submitted which also considers sites with permission for between 16 and 20 dwellings (+/- 10% parameter of the no. of units proposed) using the same sources. The Council agrees with the findings of both that there are no alternative, available comparable sites.

9.35 Given the demonstrated compliance with the sequential test, and subject to the imposition of conditions, no unacceptable drainage or flood risk issues are identified.

## ECOLOGY

9.36 The application has been considered by Greater Manchester Ecology Unit (GMEU). It is understood that the existing buildings have the potential to support roosting bats and that the surrounding area offers good foraging and commuting habitat. As such, a European Protected Species Licence would be required in order for redevelopment to take place. Such licenses are subject to three tests. Essentially it must be demonstrated that the development would not be detrimental to the maintenance of the species, that there is no satisfactory alternative, and that the scheme is in over-riding public interest. Whilst Natural England will determine whether the three tests are satisfied, the local planning authority as a responsible authority is required to have regard to the tests in determining the application. GMEU is satisfied that the development would not be detrimental to the maintenance of the species. As the redevelopment makes use of an existing building and would offer benefits by being more energy efficient, it is considered that there is no other satisfactory alternative. As set out above, the borough is in a position of housing need and the government places great weight on the need for new housing delivery. On this basis, the provision of 18 new dwelling units in a sustainable location is

considered to be sufficiently in the public interest to over-ride any resultant harm to bats. On this basis it is considered that there is no reason to believe at this stage that the necessary licence could not be granted.

9.37 It is recommended that a number of conditions be attached to any permission granted. These would require the agreement of appropriate construction measures to avoid undue harm to bats and otters; prevent the clearance of vegetation during the bird nesting season unless nesting birds have been found to be absent; agree any external lighting provided as part of the proposal; agree a scheme of biodiversity enhancement measures; and prevent any demolition works prior to a bat license being obtained. Subject to the imposition of these conditions, no unacceptable ecological impacts are anticipated.

## TREES

9.38 The scheme and the information submitted have been considered by the Council's Tree Officer and are judged to be acceptable. Adequate mitigation planting is proposed to compensate for the tree to be lost and the Millennium tree would be retained and repositioned as part of the scheme. On this basis, and subject to the approval of a landscaping plan and a suitable tree protection plan and arboricultural method statement, no unacceptable impacts on trees are anticipated.

## ENVIRONMENTAL IMPACT

9.39 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.

9.40 With regard to air quality, no objection has been raised by the Council's Environmental Protection team. It is recognised that the site falls within the defined centre of Garstang and that there are no air quality management areas in the vicinity. Given the limited extent of development and the existing characteristics of the site, no unacceptable impacts on air quality are anticipated.

9.41 The information submitted with regard to land contamination is considered to be proportionate to the risks identified and therefore appropriate. Further site investigation is required. It is recommended that a suitable worded condition is attached to any permission granted to secure the necessary works. Subject to the imposition of such a condition, no unacceptable impacts on human health or the environment arising from land contamination are anticipated.

## AFFORDABLE HOUSING, INFRASTRUCTURE PROVISION AND OBLIGATIONS

9.42 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 application proposes 18 dwellings which would equate to a requirement for 5 affordable units. The Council's Affordable Housing Officer advises that it is unlikely that a registered provider would acquire affordable units within a wider block of residential accommodation due to management issues and current limited financial capacity. As such, in this instance it would be appropriate to seek a commuted sum contribution towards off-site provision. Using the Council's established multiplier, 5 units would equate to a

commuted sum requirement of £254,016. However, the NPPG on planning obligations explains that, in the case of the demolition of a vacant building and replacement with a new building, the existing floorspace can be off-set against the affordable housing requirement. The floorspace of the existing building amounts to some 1240sqm and approximately 1330sqm of residential floorspace is proposed. As such an equivalent discount of 93% should be applied. Applying the 93% vacant buildings credit would reduce the £254,016 figure calculated by the Affordable Housing Officer to £17,781.12 and the applicant has agreed to this contribution.

9.43 On the basis of the information provided, Lancashire Education Authority would require a financial contribution of £13,474.53 to fund the provision of one additional primary school place in the local area. No contribution towards secondary school provision would be sought at the current time. However, this would need to be reassessed at the point of determination at which point a specific school development project would also be identified. The reassessment / named project will be reported on the Committee Update Sheet. This contribution would be secured through a S106 legal agreement and the applicant has indicated agreement in principle.

9.44 Policy H13 of the adopted Local Plan requires public open space to be provided within new residential developments of 20 units or more. As this scheme only proposes 18 flats, no public open space provision is required.

9.45 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. Accordingly, no contribution towards healthcare infrastructure can be required.

## OTHER ISSUES

9.46 A community facility was initially proposed as part of this scheme. The loss of the existing community facility has been discussed above and it has been established that there was insufficient local need for the facility to support an ongoing, viable operation. On this basis, it is not considered that it would be reasonable for the Council to require the provision of a replacement facility. Nevertheless, it is understood that the applicant sought to work with the Town Council to provide a replacement community facility but without success. As a result, and because the Town Council was unable to commit to taking on the community facility upon completion, it was removed from the scheme and replaced with two additional residential units. The application was then re-publicised as necessary. A number of representations have been received in relation to the loss of the community centre from the scheme. However, as set out above, it is considered that the loss of a community facility on the site has been justified and any harm arising from its loss is outweighed by the benefits to development.

## SUSTAINABILITY AND THE PLANNING BALANCE

9.47 The issues set out above have been considered as part of an assessment of the overall sustainability and planning merits of the development proposed. The different economic, environmental and social dimensions of sustainability have been taken into account as part of this appraisal.

9.48 The land is not safeguarded for employment use. The introduction of a new retail unit within the defined town centre would bolster the service offer within Garstang. Employment would be created through the construction process and future residents would support local businesses and public services. As such the scheme is considered to be economically sustainable.

9.49 The site falls within the Garstang Conservation Area and is in close proximity to defined heritage assets including a listed building. Whilst it is acknowledged that some visual and historic impact would be inevitable, the scheme is considered to be well designed with appropriate reference to its surroundings. This is set out in detail above including consideration of the local planning authority's duties under the Planning (Listed Buildings and Conservation Areas) Act 1990. It is considered that existing biodiversity could be adequately protected and that biodiversity enhancement could be delivered as part of an approved development. The quality of water resources could be satisfactorily safeguarded and adequate drainage could be provided. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on air quality as a result of atmospheric pollution are anticipated, and it is felt that adequate safeguards could be achieved against any potential land contamination. On this basis and on balance, the scheme is judged to be environmentally sustainable.

9.50 The proposed development would create eighteen new dwellings within the centre of Garstang. The Wyre Settlement Study of 2016 has produced a ranking of all of the settlements within the borough based on their population, accessibility, facilities, services and employment opportunities. Garstang is ranked fourth and this placement is considered to be a valid indication of the extent to which the settlement is an economically and socially sustainable location for new development. The 1999 Local Plan identified Garstang as the primary main rural settlement and this town is now identified as a key service centre. Garstang is the only key service centre within the A6 corridor. As such, of all the settlements in this area, Garstang in itself is considered to be most able to sustain new development.

9.51 The provision of 18 new homes would make a notable quantitative contribution towards meeting the borough's housing requirement and this weighs clearly in favour of the proposal. As the building proposed would largely replace an existing vacant building, a discounted financial contribution towards off-site affordable housing provision is required and the applicant has agreed to this. The scale of development does not warrant any public open space provision and there is no policy requirement for any contributions towards health care provision. Financial contributions towards local education provision would be sought in order to meet the additional need for school places generated by the development.

9.52 It is considered that the heritage assets in the area could be suitably safeguarded and that no unacceptable impacts on those assets or their settings would result from the development. It is acknowledged that the loss of the community facility on the site weighs against the application but, given that declining use had resulted in an operation that was no longer financially viable, this is considered to be outweighed by the contribution of the scheme towards meeting the boroughs housing needs.

9.53 A mix of uses is proposed. This would support the development of an integrated, balanced and healthy community by meeting basic needs within the local area and providing opportunities for social interaction. It would also assist in reducing the need to travel and would therefore be inherently sustainable in accordance with paragraph 17 of the NPPF which advocates the promotion of mixed use

developments. As noted above, Garstang is considered to be an inherently sustainable location for development and the site would benefit from easy access to a range of services facilities including connection to the public transport network.

9.54 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 13 two-way traffic impacts. Garstang is considered to be the most sustainable settlement to support new development within the A6 corridor. This scheme is the only one of those proposed to be located within a defined Town Centre. Consequently, this development is considered to be the 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, it can be supported to come forward on an unrestricted basis i.e. before junction 2 of the M55 and the PWD Route is committed. 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 this report, the development proposed is considered to be in accordance with the aims and objectives of the NPPF and Development Plan and is therefore acceptable. No other material planning considerations have been identified that would outweigh this view and so planning permission should be granted.

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 not be subject to a Grampian style condition in relation to Junction 2 of the M55 and the Preston Western Distributor route being committed before this development could come forward.

## **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 full planning permission subject to conditions and a S106 legal agreement to secure appropriate financial contributions towards local education and affordable housing provision, sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision 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.

**Recommendation: Permit**

# Planning Committee

16/00550/FULMAJ - Garstang Business Centre



Scale : 1:1040

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 1
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report****Date: 22.03.2017**

<b>Item Number</b>	<b>02</b>
<b>Application Number</b>	<b>16/00241/OULMAJ</b>
<b>Proposal</b>	<b>Outline planning permission for the erection of up to 269 dwellings, up to 5,532sqm of Class B1a offices, up to 3,957sqm of Class B1c light industrial floor space, up to 495sqm (gross) Class A1 convenience store, up to 300sqm (gross) Class A3 Coffee shop with associated landscaped open spaces and pedestrian/cycle link to Garstang with access taken from the A6 and Nateby Crossing Lane including the construction of a new roundabout and reconfiguration of the A6 (resubmission 14/00458/OULMAJ)</b>
<b>Location</b>	<b>Land To The West Of The A6 (Preston/Lancaster New Road) Bounded By Nateby Crossing Lane &amp; Croston Barn Lane Nateby Garstang PR3 1DY</b>
<b>Applicant</b>	<b>J Chippendale Ltd</b>
<b>Correspondence Address</b>	<b>c/o Mr Richard Gee Roman Summer Associates Ltd Lime Leach Studio 363-367 Rochdale Road Turn Village Ramsbottom Bury Lancashire BLO ORL</b>
<b>Recommendation</b>	<b>Permit</b>

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

1.1 The application is before members for determination for a number of reasons. It is a resubmission of a scheme previously refused by the Planning Committee and its consideration by the Committee has been requested by Councillor Balmain. It is also 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 have 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.



1.3 Members will recall that this application was originally considered at the Planning Committee Meeting on 5 October 2016 but was deferred at your officer's request due to concerns being raised about the position of LCC Highways. It was recommended that determination be deferred and that this application be brought back before Committee Members at such a time when either Lancashire County Council (LCC) had responded to a number of outstanding issues to clarify their position on this application or when all of the applications in the A6 corridor which were at that time pending were ready to be determined concurrently. Lancashire County Council has now responded satisfactorily to the outstanding issues.

## **2.0 SITE DESCRIPTION AND LOCATION**

2.1 The application relates to 16.6ha of land that incorporates the A6 to the east and is bound by Croston Barn Lane to the north, the Lancaster Canal to the south and Nateby Crossing Lane to the west. The majority of the site comprises agricultural land. The main body of Garstang lies immediately to the east and south on the opposite side of the A6 and the canal with sporadic development to the north. The Garstang Marina and Bridge House Marina and caravan park lie to the west of the site across Nateby Crossing Lane. There is a triangle of land to the north-east that is bounded by the A6 and Croston Barn Lane but that falls outside of the application site. This land is operated as a logging processing business.

2.2 Nine fields separated largely by hedgerows but with some fencing make up the site which is bounded by hedgerows including sporadic, mature trees. The site slopes gradually down from the north-western corner towards the A6 with an overall level change of some 7m. There is banking along the A6 where it bridges over the former railway line that bisects the site east/west. Adjacent to this line is Nateby Crossing Cottage which falls outside of the site boundary. There are watercourses on site along field boundaries to the south and north-east corners and a pond toward the west of the site south of the railway line.

2.3 The site falls within an area of Countryside as designated on the Proposals Map to the Wyre Borough Local Plan (1999). Approximately two-thirds of the site along the western boundary falls within a Minerals Safeguarding Area. The site falls within flood zone 1 and so is defined as being at low risk of flooding but does include some areas to the west on either side of the former railway line that are identified as being susceptible to surface-water flooding. There is a public right of way running northward from Croston Barn Lane at the north-eastern corner of the site. The site is subject to Tree Preservation Order 15 which was established in 2013 and which covers eleven trees on site. An overhead cable runs north-south toward the eastern boundary and a water main crosses the southern end of the site.

## **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for a mixed use development comprising the following:

- up to 269 new dwellings;
- up to 5,532sq m (gross) of class B1a office floorspace;
- up to 3,957sq m (gross) of class B1c light industrial floorspace;
- up to 495sq m (gross) of class A1 retail floorspace to be used as a convenience store;

- up to 300sq m (gross) of class A3 café/restaurant floorspace to be used as a coffee shop;
- associated landscaping and open space;
- a pedestrian/cycle link across the A6 into Garstang; and
- the construction of a new roundabout and configuration of the A6.

3.2 The application seeks outline planning permission with only the matter of access to be determined at this stage. The matters of layout, scale, appearance and landscaping are reserved for later consideration.

3.3 Vehicular access to the site would be taken from the A6 and from Nateby Crossing Lane. The access from the A6 would be via a four arm roundabout formed as part of a reconfiguration of the road. The northern and southern arms would be the northern and southern branches of the A6. The north-western arm would serve the industrial and commercial area and the western arm would serve the residential areas. Two vehicular access points would be created on Nateby Crossing Lane and these would all serve residential accommodation. It is proposed that a pedestrian/cycle link to Garstang town centre would be created along the existing, disused railway line through to Derbyshire Avenue under the A6. An indicative plan submitted with the application shows combined footway and cycle paths running throughout the site.

3.4 Although layout is not a matter for consideration at this stage, the illustrative layout plan suggests that the residential accommodation would be provided to the south of the existing, disused railway and in the western portion of the land to the north. The employment and commercial provision would be located in the north-eastern area of the site. It is suggested that the residential development would cover some 9.3ha of the site yielding a gross average housing density of 29 dwellings per hectare (dph). The employment and commercial uses would be accommodated on some 3.6ha with the proposed roundabout and pedestrian/cycle link along the railway taking up around 3.7ha. When compared to the previous proposal, this represents a 0.6ha increase in residential land and a 1.5ha reduction in employment/commercial land.

3.5 It is indicated that the residential accommodation would be provided in three different zones. The majority of the area to the south of the railway line and half of the area to the north would be medium density of around 32dph and the area in the north-western corner of the site would be low density housing of approximately 21dph. The applicant has agreed in principle to the provision of affordable housing equivalent to 30% of the total residential development.

3.6 The application has been supported by the following documents:

- Planning statement
- Office impact assessment
- Design and access statement
- Heritage assessment
- Agricultural land classification assessment
- Ecological appraisal
- Tree appraisal
- Air quality assessment
- Noise statement
- Contaminated land desk study report
- Flood risk and drainage strategy

- Transport assessment
- Framework travel plan

3.7 Additional information has been provided since the application was initially submitted including revised plans with amended references, responses to consultee and neighbour comments, an updated retail sequential appraisal and an office impact assessment. None of these pieces of information are considered to have a material impact upon the development proposed and so no further publicity or notification has been deemed necessary.

#### **4.0 RELEVANT PLANNING HISTORY**

4.1 14/00458 - outline planning permission refused by Committee for the erection of up to 270 dwellings, 4.68 ha of employment (B1 & B8) uses, a convenience store (up to 375m<sup>2</sup> sales area) and a coffee shop (up to 235m<sup>2</sup> sales area). Appeal pending.

#### **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. Local needs and circumstances must be taken into account. Development proposals that accord with the development plan should be approved without delay. 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 whilst securing high quality design and a good standard of amenity. The different roles and characters of different areas must be considered and Green Belt land must be protected. The planning system must support the transition to a low carbon future by encouraging the use of renewable resources such as renewable energy. Full account of flood risk must be taken. The effective use of land is encouraged and mixed use developments are to be promoted. Heritage assets must be conserved in a manner appropriate to their significance. Patterns of growth must be actively managed to make fullest use of sustainable transport modes.

5.1.3 Section 1 relates to the building of a strong, competitive economy in order to meet the twin challenges of global competition and a low carbon future.

5.1.4 Section 3 seeks to support a prosperous rural economy in order to create jobs and prosperity by taking a positive approach to sustainable new development. The sustainable growth and expansion of all types of business and enterprise in rural areas is to be supported and the development and diversification of agriculture and other land-based rural businesses is to be promoted.

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

5.1.6 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. Local Planning Authorities should deliver a wide choice of high-quality homes, widen opportunities for home ownership through affordable housing provision and create sustainable, inclusive and mixed communities.

5.1.7 Section 7 requires the planning system to secure good design and states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

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

5.1.9 Section 10 considers the challenge of climate change, flooding and coastal change. Local Planning Authorities are expected to recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources. Developers should not have to demonstrate the overall need for such energy. Planning applications for renewable or low carbon energy generating schemes should be approved if the impacts are or can be made acceptable. 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.

5.1.10 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.

5.1.11 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 POLICY 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 Air quality - this section provides guidance on how planning can take account of the impact of new development on air quality with particular reference to the development management process.

5.2.3 Design - this section provides advice on the key points to take account of when considering design.

5.2.4 Ensuring the vitality of town centres - this section explains the need to and ways in which the health of town centres can be safeguarded and clarifies the application and consideration of the sequential and impact tests.

5.2.5 Flood Risk and coastal change - this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.6 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.

5.2.7 Minerals - this section provides guidance on planning for mineral extraction as part of the plan-making and decision-taking process, including the safeguarding of minerals.

5.2.8 Natural environment - this section explains the key considerations for the protection of landscape value, biodiversity and green infrastructure. Local Planning Authorities have a statutory duty to safeguard protected species and conserve biodiversity and geodiversity. It is acknowledged that a core principle for planning is the enhancement of the natural environment and the reduction of pollution.

5.2.9 Noise - this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.10 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.

5.2.11 Travel plans, transport assessments and statements in decision-taking - this section explains when transport assessments are required and what they should contain.

### 5.3 ADOPTED WYRE BOROUGH LOCAL PLAN (SAVED POLICIES)

5.3.1 The following saved policies are considered to be of most relevance:

- 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
- CIS5 - High voltage power lines
- CIS6 - 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 Relevant policies in the emerging Local Plan include:

- 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

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies the site as potentially being suitable for mixed use development. The site is identified as IO\_98. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.

## 5.5 SUPPLEMENTARY PLANNING GUIDANCE

5.5.1 Supplementary Planning Guidance Note 2: 'Trees and development' is relevant.

## 5.6 JOINT LANCASHIRE MINERALS AND WASTE LOCAL PLAN

5.6.1 Policy M2 is most relevant and states that incompatible development will not be supported on land within a minerals safeguarding area unless the applicant can demonstrate that: the mineral is no longer of value or has been fully extracted; the full extent of the mineral could be satisfactorily extracted prior to development; the development is temporary and would not prevent future extraction; there is an over-riding need for the development; the depth of the mineral would make prior extraction unfeasible; or that extraction would cause land stability issues.

## 5.7 EVIDENCE BASE DOCUMENTS

5.7.1 WYRE AFFORDABLE HOUSING VIABILITY STUDY OCTOBER (2010) - this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings, although in some areas it would be a lesser percentage.

5.7.2 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.

5.7.3 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).

5.7.4 WYRE EMPLOYMENT LAND AND COMMERCIAL LEISURE STUDY (2012) - this study considered the prospects for the inclusion of part of the application site in the boroughs proposed future employment land portfolio (Beech House Fields) and discouraged allocation on the basis that the site would require disproportionate infrastructure investment.

5.7.5 THE FYLDE COAST RETAIL STUDY 2011 (as updated in 2013 and 2015) -with regard to rural areas, this study noted that small scale enhancements to foodstore provision on sites that relate well to existing centres and do not undermine their offer may be appropriate. Maintaining the strength of Garstang Town Centre through the provision of between 750sqm to 1,250sq m of additional floorspace was identified as a priority. This study, including the updates, also identified a requirement for the provision of 500sqm to 750sqm net of comparison goods floorspace collectively in lower order centres (neighbourhood, local and district). It recognised that small-scale facilities to meet local, day-to-day, shopping needs are inherently sustainable and that there may be justification for the expansion of existing district and local centres, or the creation of new centres, to meet the needs of new large-scale developments.

5.7.6 WYRE LOCAL RETAIL FLOORSFACE THRESHOLD ADVICE NOTE (2015) - this note requires all planning applications for convenience and comparison goods retail developments exceeding 500sqm gross floorspace outside of defined centres to be accompanied by a retail impact assessment.

5.7.7 LANDSCAPE STRATEGY FOR LANCASHIRE - identifies the site as falling within The Coastal Plain which is made up of six distinct areas. The application site is located in landscape type '15E Forton-Garstang-Catterall'. This area of lowland farmland forms a transition between the fringes of the Bowland Fells and the lowland raised bog of Winmarleigh. It is a gently undulating, rural, farmed landscape.

5.7.8 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 document. Garstang is ranked fourth within the list.

## **6.0 CONSULTATION RESPONSES**

6.1 GARSTANG TOWN COUNCIL - objection on the grounds that the proposal is premature given the lack of capacity on the A6 and the need to locate development in the most preferable areas. Concern is also raised relating to the impact on the A6 in terms of increased traffic and queueing and impact on highway safety; the division of Garstang by the A6 and the impact on the community; the lack of sustainable public transport in place; and the potential for the underpass to be unused because of safety fears. There is also concern over the impact on Garstang town centre and the increased pressure on existing infrastructure including education and medical care provision.

6.2 CABUS PARISH COUNCIL - objection on the basis of the following: lack of demand; lack of demand for affordable housing; lack of available supporting infrastructure and services including schools, medical facilities, public transport and sewerage; impact on local character; Garstang would be bisected by the A6; impact on Garstang town centre; impact on the highway network through increased traffic and impact on ease of access and highway safety; impact on ecology and trees. It is considered that the roundabout would compromise traffic flow along the A6 and given the impression of a retail park with associated safety implications for pedestrians and cyclists. It is also considered that residents would have to travel for employment thereby increasing reliance on private car use with associated environmental impact.

6.3 NATEBY PARISH COUNCIL - objection on the basis of the impact on the junction of Longmoor Lane and the A6 and the impact on the capacity of the A6 and other local roads through increased traffic. The provision of three-storey houses would not be in-keeping with the character of the area. It is considered that existing infrastructure including medical care provision could not support the development.

6.4 ENVIRONMENT AGENCY - the role of the EA as a statutory consultee in the planning process has changed since the determination of the previous application. No objection is raised subject to the imposition of 4 conditions on any permission granted. The site is located on Principle and Secondary Aquifers and within a Source Protection Zone 3. The potential impact on controlled waters has been considered. Some areas of the site have been infilled with waste. Further chemical assessment of this is required. There is a potential for landfill gas. The distribution of investigatory boreholes must be sufficient to establish peat and waste distribution. The infilled railway cutting may also be a source of landfill gas. The conditions requested would require a preliminary risk assessment; a site investigation scheme; a detailed assessment based on the results of this; and a verification plan. The disposal of any contaminated soil would be subject to waste management legislation and should be dealt with accordingly. The EA should be contacted for further advice. Depending upon quantity the developer may have to register as a hazardous waste producer. All contaminated materials must be adequately characterised and disposed of and again the EA should be contacted in the first instance. Published guidance is available.

6.5 UNITED UTILITIES - no objection subject to the imposition of three conditions. These would require foul and surface water to be drained on separate systems; require the agreement of a surface water drainage strategy; and require the agreement of a lifetime management and maintenance plan for the approved scheme. The scheme should be designed in accordance with the established sustainable drainage hierarchy. Two large diameter water mains cross the site and access strips of 10m width centred on the pipe must be maintained. The developer must comply with UU standard conditions. Any diversions would be at the applicant's



expense. There is an easement through the site. The integrity of this and access to it must not be compromised. Each unit would require a separate meter at the applicant's expense and all fittings must meet current standards. The water mains would have to be extended to serve the site. If a sewer is discovered during construction, a building control body should be consulted. Justification for the conditions has been provided.

6.6 CANAL AND RIVERS TRUST - the NPPF requires local authorities to minimise the conflict between developments and heritage assets. Concerns were previously raised (under 14/00458/OULMAJ) in relation to the risk of physical damage to the Grade II Listed Cathouse Bridge (no. 64) from both construction and operational traffic. The trust remains concerned that this has not been fully assessed, however, it was previously agreed that a condition would be attached to any permission granted to route construction and delivery vehicles away from the bridge. This condition should be reapplied. The trusts consent would be required for any drainage discharge into the culverts running under the canal and an informative to this effect is requested. The submitted plans indicate a foul pumping station close to the canal and an appropriate condition is required to prevent foul water from entering the canal. The canal is a biological heritage site and the trust does not consider that adequate ecological information has been provided. A survey of aquatic vegetation within the canal is required along with a potential impact assessment based on this information and this should be secured through condition.

6.7 HIGHWAYS AGENCY - no objection. It is noted that the application is a resubmission of application ref. 14/00458 and that no objection was raised against that scheme. Despite the different local road access strategy, a negligible difference in impact on the strategic route network (SRN) is anticipated. In isolation, therefore, this application is not anticipated to have any significant impact on the SRN. However, the cumulative impact of development in the area could be significant and it is understood that this is being considered as part of the local plan process. It is noted that the Local Highways Authority has not objected to the scheme subject to the provision of appropriate mitigation. It is considered that only those vehicle movements associated with the B1, B2 and C3 uses would affect the SRN. It is considered that the resubmitted application would result in 39 fewer AM peak trips and 31 fewer PM peak trips. There is a strategy for the improvement of junction 1 of the M55. Whilst the previous holding recommendation is removed, it is recognised that the cumulative impacts need to be better understood.

#### 6.8 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.8.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;

- Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

6.8.2 LCC Highways Development Control provided our detailed statutory comments to Wyre Council on 27th May 2016. These statutory comments are included in Appendix 21 (of the highway response) however until the appeal decision is reached for the purpose of this exercise this resubmission application must be considered equally with the others. The Nateby re-submission site is included in the latest cumulative assessment on the northern section of the A6 corridor.

6.8.3 See previous Statutory Comments set out below

(A) The Latest Proposed Main Site Access Strategy

This development proposal will introduce additional vehicle movements on the local highway network. The A6 is the main north-south arterial route through Wyre linking Preston to Lancaster. The settlements of Catterall and Garstang lie immediately to the east of the A6. In the vicinity of the site the A6 is a wide two lane carriageway, has little frontage development and few junctions. It is subject to a 50mph speed limit and is lit by a system of street lighting. Whilst the A6 is not a trunk road it has many similarities and characteristics to a trunk road and as such the starting point for assessment of impact should be in line with the Design Manual for Roads and Bridges (DMRB) rather than the Manual for Streets (MfS).

The A6 Preston Lancaster Road along the site frontage was built as the Garstang Bypass; subsequently the M6 provided a more strategic level bypass. The section of the A6 along the site frontage is characterised by the two rises created by bridge crossings over the Lancaster Canal (Cathouse Bypass Bridge) and the old railway line. These rises influence the sight stopping distances (SSD) that can be achieved along this section of the A6.

To the north and west of the proposed site are Croston Barn Lane and Nateby Crossing Lane which are unlit rural lanes with a 60mph speed limit.

The current application proposes a new roundabout off a realigned section of the A6 to serve as the main site access for both residential and employment elements of the development site. The proposed main access is shown in Layout Plan 1600402b (dated May 2016). Paragraph 1.1.4 of the TA states that it remains the view of the applicant and the LHA 'that a safe and acceptable means of access was proposed as part of the previous proposals.

However, the roundabout option has been developed by the applicant to specifically address the reason for refusal as quoted on page 4 above.

I have reviewed the proposed main site access on the A6 as now submitted and consider the roundabout to provide an acceptable, suitable and safe means of access to the proposed development site.

I have reviewed the roundabout capacity assessment and consider the proposal will accommodate existing and forecast traffic levels with this development and other committed developments. The roundabout option will also provide alternative routing opportunities for some existing movements that currently utilise the 6-arm signalised junction to the north and also some movements from Longmoor Lane, the priority junction to the south of the proposed roundabout.

In order to facilitate traffic free pedestrian and cycle movements in an east and west direction, between the site and Garstang, the proposed access layout includes a wide underpass of the realigned section of the A6 on the southwest side of the new roundabout. While I would acknowledge that the use of an underpass can present issues, I consider that the proposed access layout has considered the needs of non-motorised users to provide a choice of options in regard to routing (both with and without an interface with vehicular traffic) and as such demonstrates that suitable routes for sustainable users can be delivered.

In regard to the proposed roundabout access, I would acknowledge that roundabouts can present difficulties for cyclists. However, given the range of routing options available from the network of pedestrian and cycle facilities now proposed (refer to latest Layout plan with pedestrian cycle ramp down from the A6 northbound and southbound carriageways leading on to the shared pedestrian cycle route and the underpass, Plan No. 1600402b and also the latest Indicative Pedestrian and Cycle Routes Drawing No. 2-1003 (Rev B, May 2016), I consider the proposals acceptable. The pedestrian and cyclist measures are agreed and as such it is considered the opportunities for sustainable transport modes have been taken up in line with NPPF.

The proposed access has been the subject of a Stage 1 Road Safety Audit (RSA) and all issues identified have been acknowledged and are to be addressed as part of the detailed design.

A review of the 50mph speed limit on the A6 in the vicinity of the proposed site is warranted should this development be approved, given the extension of the urban environment. The review should be linked to any planning permission through a suitable worded planning condition.

The developer has confirmed their commitment to all measures previously deemed necessary for the original application on this site (PA 14/00458). This included commitment to 'Initiative 1 - A6 Barton to Garstang Sustainable Transport Strategy' that includes for Speed limit review on the A6 to lower to 40mph or 30mph as appropriate. LCC also consider the speed limit review in the section of the A6 from the north side of Croston Barn Road to the south side of Longmoor Lane should be an integral element in any s278 agreement for the detailed design of the proposed main site access. Any reduction in vehicle speeds will bring potential further road safety benefits to the wider local highway network.

The developer's transport consultant has provided details to confirm that the roundabout can be designed to the appropriate design standards (which LCC consider to be DMRB in this location). The detailed design will ensure the appropriate visibility splays and the necessary minimum site stopping distances (considering horizontal and vertical alignment) are delivered.

Pedestrian refuge and tactile paving should be provided to aid movements across all arms of the proposed roundabout.

The on-road cycle lanes should be provided at 1.5m over the length of the junction access works. The detailed junction design should include measures to enhance the visibility and safety of the on-road cycle lanes. This should include cycle symbol markings, coloured surfacing and signing as necessary.

Appropriate clearway signing should be installed at the proposed A6 access junction.

Any lighting columns currently within the proposed junction envelope on the A6 will need to be removed and a suitable lighting scheme provided. This will be the subject of detailed design.

## (B) Transport Assessment

LCC takes its responsibility seriously with respect to the current and future use of the highway network. In reaching our position with regard to this development proposal, LCC have conducted a review of all information presented in the Transport Assessment. This includes all information previously submitted for the refused application (PA No. 14/00458) and re-submitted/updated for this latest application by the developer and also all work progressed by LCC and our colleagues at Highways England in regard to necessary improvement measures in the A6 corridor.

The following comments therefore provide LCC (Highways Development Control) statutory consultation comments in respect of the key elements of the Transport Assessment for this major planning application, including: committed developments; traffic flows and future traffic forecasts; accident analysis; junction modelling and assessment and also accessibility for sustainable modes.

Committed Development - Committed development was included in the TA.

Traffic Figures - The current application provided new traffic count information carried out in December 2015. This would not normally be considered a neutral month and as such LCC have reviewed the latest observed data in some detail.

A further factor that LCC has taken into consideration is the fact that the A6 is a parallel route to M6 and as such is subject to fluctuations that are related to incidents, weather factors etc. that occur on, or influence movement on the M6 Motorway and that can lead to higher observed flows on the A6 during such periods.

LCC carried out a week long Automatic Traffic Count (ATC) survey in April 2016 as a further check on assessment traffic figures. LCC have also considered existing data from 2014 (week long ATC data) as well as the previous 2012 traffic data submitted as part of the original application for this site.

Consideration of all this information has led to the following conclusion: LCC consider the December 2015 turning count data to be at the high end of the expected range that could be considered representative of average peak hour conditions. The ATC data indicates this count falls at the higher end of expected annual day to day and week to week variations observed and as such can be considered a robust basis upon which to assess the local transport network, particularly given the approach that includes consideration for committed developments and traffic growth.

Traffic Growth and Assessment Years - The assessment year 2023 is acceptable. The future year background traffic figures have been subject to TEMPRO/NTM growth factors and the methodology presented in the TA is considered acceptable.

Trip Rates - The TA uses residential trip rates as agreed for the approved Kepple Lane site and these are in line with those rates agreed for major developments within Central Lancashire. The employment trip rates used are acceptable. I note that the development proposes employment and retail uses which can be considered to support sustainable modes from the residential element. The trigger points for the delivery of the employment/retail uses and residential housing numbers should be covered by an appropriate planning condition to support sustainable development (i.e. delivered part way through the residential phase).

Distribution - LCC have reviewed the updated traffic figures in the TA Addendum and considered the potential impact of the potential routing options that may occur between the site access and the two junctions immediately north and south of the site. The routing choices provide potential options if short term congestion were experienced at any of the adjacent junctions. The traffic distribution has been extended to cover junctions on the A6 that consider the wider network.

Accident Data Analysis - The latest available accident data was presented in the TA taken from LCC's own Mario system which holds the latest 5-year data. This data is continually being updated and therefore the 5-year data set will vary over time. LCC are aware of the occurrence of both serious and fatal accidents on the A6 from north of Croston Barn Lane to south of Longmoor Lane. LCC have reviewed the latest available data and considered both the location of the accidents and causation factors.

Off-site Highway works.

The developer has proposed a number of highway improvement works. However, as full detailed design will be required only an acceptance 'in principle' to proposed layouts can be given, where indicated below. Other proposed works will require further layout details, as noted in these comments for some of the improvement schemes listed under 's278 Highway Works' below.

As well as the main site access the proposed development also includes provision for vehicular, pedestrian and cycle access points onto Nateby Crossing Lane. In addition, as part of the detailed design of the internal development layout, the developer has committed to provide an emergency access point onto Croston Barn Lane from the commercial element.

Further comment on the operational performance of the site access and other junctions within the study area is provided under the section titled 'Junction Operational assessments' below.

Proposed Site Access Junctions onto A6 - The proposed site access junction is dealt with in Section (A) - The Latest Proposed Main Site Access Strategy, as detailed above.

Proposed Access onto Nateby Crossing Lane - Further access to the site is proposed to be taken from two priority junctions onto Nateby Crossing Lane. The latest proposed junction layout drawings and treatment of Nateby Crossing Lane are shown in Drawing No's 1600404 and 1600405a (dated May 2016). The proposals are agreed 'in principle' subject to detailed design. The visibility splays are based on surveyed 85th percentile speeds which are considerably lower than the derestricted

60mph limit. Given the approach is to adopt a more 'Manual for Streets' approach it is considered appropriate that a scheme providing prominent Gateway measures/treatments is delivered to support the approach proposed. The developer has provided a commitment to these s278 works which should be secured through an appropriate condition and will include speed limit review and delivery of the appropriate change.

A stated benefit of the north/south link through the site was that it would facilitate movement from existing uses on Nateby Crossing Lane. The junction radii will be provided at 10m. The junction radii at the access from the link road onto Nateby Crossing Lane will be reviewed at detailed design and may require revision as part of safety related design improvements.

The removal of trees/hedges will be required to achieve the required visibility splay from the proposed link road junction onto Nateby Crossing Lane. The developer has indicated this will be done and therefore has stated the visibility splays can be achieved. I am sure the LPA will wish to consider the impact of the proposals on the existing trees and hedgerow.

The developer has acknowledged the need for a suitable lighting scheme to be provided on Nateby Crossing Lane in the area of the proposed junctions including the combined footway/cycleway on the line of the old railway. This will be the subject of detailed design.

The developer has agreed to renew the carriageway markings at the Nateby Crossing Lane/Croston Barn Lane junction.

A review of the 60mph speed limit on the Nateby Crossing Lane and Croston Barn Lane in the vicinity of the proposed site is warranted. The developer would be required to fund speed limit review/consultation and implementation as necessary. This should be conditioned, if the LPA are minded to approve this application.

Junction Operational Assessments - A6 Main Site Access - Proposed New Roundabout Junction. The ARCADY operational assessment indicates the junction will operate well below capacity in all scenarios. The link to Nateby Crossing Lane allows alternative routing for peak within peak traffic scenarios. The proposal will accommodate existing and forecast traffic levels with this development and other committed developments. The roundabout option will also provide alternative routing opportunities for some existing movements that currently utilise Croston Barn Lane and the 6-arm signalised junction to the north of the proposed roundabout and also the Longmoor Lane priority junction to the south of the proposed new site access.

Operational Assessment of Other Junctions on the Local Network - The TA includes information on further junction operational assessment, including:

- A6 Preston Lancaster New Road/Croston Barn Road - signalised Junction;
- A6/Moss Lane/Longmoor Lane;
- A6/Kepple Lane Priority Junction;
- A6/A586 The Avenue Priority Junction;
- A6/Garstang Road.

In addition, the TA addendum also provides the forecast traffic impact at Broughton Crossroads and M55J1.

A6 Preston Lancaster New Road/Croston Barn Road/Green Lane West/B5272 Cockerham Road/Croston Road - Signalised Junction - An 'in principle' scheme is agreed between LCC and the developer as indicated in drawing 1600401a (dated April 2016). This scheme included an upgrade to MOVA operation and the provision of a Toucan crossing over the A6 south arm. The scheme also indicated that further pedestrian crossing points can be agreed at the detailed design stage. The scheme was also to include consideration for improvement to the existing cycle facilities and vehicle activated queue detection signing on the approach to the signalised junction.

LCC has identified a 'Wider Improvement Scheme' at this junction, as set out under 'Initiative 2'. Therefore, the final agreed scheme to be delivered by the developer, through an s278 agreement, at this junction will need to be of equivalent scale to the 'in principle' agreed scheme, but fully in line with the wider scheme.

HY Consulting have modelled the junction and I have the following comments. At present the all red pedestrian stage is called on very limited occasions during the peak periods. This can be expected to change if this development is approved. The TA models the all red stage every other cycle. This is not unreasonable.

The LINSIG traffic modelling indicates that the overall degree of saturation in both the AM and PM peak drops below zero. In assessing the acceptability of the overall junction operation I have taken into consideration the improvements proposed, particularly to pedestrian and cycle facilities, the introduction of MOVA technology and the robust nature of the assessment.

The provision of MOVA control in addition to further pedestrian facilities and improvements for cyclists, referred to above, go some way to mitigate the impact of the development at this location. The proposed introduction of MOVA at the signals will result in a review of signal equipment requirements and new detection loops, as required.

Moss Lane/Longmoor Lane - The PICADY operational assessment indicates the junction will operate at or close to capacity in the 'with development' scenario. It can be expected that the proposed new link between Nateby Crossing Lane and the A6 will allow alternative routing for peak traffic scenarios.

A6/Kepple Lane Priority Junction - The PICADY operational assessment indicates the junction will operate well below capacity in all scenarios.

A6/A586, 'The Avenue' - Priority Junction - Recent permissions approving development proposals in the Garstang/Catterall area will result in significant additional movements here which will result in the junction operating at capacity at various periods of the day. Therefore any developments that further increase vehicle movements in this location will mean that the junction operates above theoretical capacity, resulting in delay and increased queuing. In addition to this, I have reviewed the most recent accident record at this junction and there have been 12 injury accidents in the last 5 years. There is therefore a need to mitigate the impact of this development at this junction.

A6/Garstang Road - The PICADY operational assessment indicates the junction will operate well below capacity in all scenarios.

Site Accessibility - This development proposal is on the edge of the built environment and the current site has limited pedestrian linkages/connectivity. The 50mph A6 presents a clear barrier to movement; this is a concern. However, it is acknowledged

that improvements are proposed. The latest site access layout, Layout Plan 1600402b (dated May 2016) includes a number of further measures to the facilities and route options for pedestrians and cyclists. In particular, the drawing now shows a ramp down to the A6 underpass from both the north and southbound (re-aligned A6 carriageway). LCC has considered true walk distances to local amenities. It is noted that there is no high school in the immediate local area and local primary schools are a considerable walking distance, particularly for young children.

It is considered that sustainable modes will mainly access the town centre via the proposed underpass of the re-aligned section of the A6. The approximate distance to the town centre is 1100m which is beyond the desirable walk distances, which if the development was only for residential would be a concern. However, I note that the development proposes employment and retail uses which can be considered to support sustainable modes from the residential element and does somewhat overcome this concern. However, this does assume that these employment/retail elements will be delivered. Hence, LCC will be requesting a suitably worded planning condition which links trigger points for the employment/retail with the delivery of housing numbers.

Comments on Pedestrian and Cycling Elements within the Transport Assessment - The developer has indicated that a pedestrian crossing facility will be provided on the south arm of the A6 at the A6 Preston Lancaster New Road/Croston Barn Road/Green Lane West/B5272 Cockerham Road/Croston Road - Signalised Junction. This should be a TOUCAN crossing tying in with the extension of the on road/improved cycle facilities and pedestrian provision to be provided at the junction as part of the wider scheme identified by LCC. The latest proposed junction layout drawings onto Nateby Crossing Lane (including revisions to take into consideration previous safety audit comments) are shown in Drawing No. 1600404 (dated Feb. 2016). This drawing also shows the proposed provision in respect of footway/cycleway at the north western edge of the site and at the proposed junctions. All shared footway/cycleways are to be at least 3m in width and where possible 3.5m.

The applicant has agreed that all improvements previously agreed with LCC highways will be delivered as part of this new application. As such, the footpath on west side of A6 will be improved from Longmoor Lane along the A6 over the full site frontage. Improvements to the A6 west footway was accepted by the developer in the designer's response to the safety audit in respect of the previous application. With the upgrading of the west footway, it was also agreed that tactile paving should be - provided at the pedestrian refuge north of Longmoor Lane junction. In addition, it was agreed that a suitable dropped kerb crossing is to be provided by the developer to cater for pedestrians from the site to access the nearby commercial properties and Pub/Restaurant. LCC have now identified a wider improvement scheme at A6/Moss Lane/Longmoor Lane and therefore all works agreed will be delivered through an s278 as an initial phase of the wider scheme and hence will require to be fully in line with that scheme.

There are numerous sign poles, lighting columns and other items of street furniture which would obstruct pedestrian movements, particularly in the location of the proposed east footway. All street furniture which would obstruct movement should be relocated as part of the detailed design; this has been accepted by the developer. A S106 funding contribution for improvements to pedestrian and cycle facilities along the A6 is appropriate, should the LPA be minded to approve this development proposal.



A safe pedestrian/cycle route to facilities/bus stops and other amenities has been proposed to go under the realigned A6, making use of the current A6/Nateby Rail Bridge (Bridge Ref 6D1B1). The developer has provided further information to support the proposal and demonstrate at this stage that the route is deliverable. Plans and drawings will need to be submitted to LCC Bridges team for checking and approval. The link under the new section of A6 and on through the gap to be created at the location of the Nateby Rail Bridge is essential to support sustainable development and its delivery should be a condition of any approval prior to first occupation on site.

A Pedestrian/Cyclist route signing/marketing strategy would provide benefit in guiding pedestrians/cyclists to the safest route under the A6 as an alternative to the A6/B5272/Croston Road signalised junction or pedestrian refuges along this section of the A6.

I would note the need for this development to provide appropriate levels of secure cycle and motorcycle parking and provision for mobility impaired users. Shared pedestrian/cyclist routes through the site, at appropriate widths, should be a fundamental and integral part of the site Master Plan. While the internal layout would be the subject of a Reserve Matters application were the LPA minded to approve, the applicant has provided an 'Indicative Footway/Cycleway Links' Plan (Drawing No. 2-1003, Revision B) which shows a comprehensive network of pedestrian and cycle links can be provided to support sustainable movements.

Public Transport Accessibility and Provision - Improvements to bus services (frequency/routeing) and bus stops (delivered through an s278) to Quality Bus Standard, in line with guidance, will be necessary to support this development. Any service provided should seek to provide a frequent service throughout the day and also consider evenings and weekends to a range of destinations. There are no PT services within desirable walking distances of the centre of the residential dwellings. The Current PT Services on Croston Road is Service 41, Mon-Sat, 60 minute frequency (also evenings) - no Sunday Service. Bus stops on Croston Road are more than 850m from the centre of the main residential area of the site using safe pedestrian routes (and from the periphery much higher). This distance will limit sustainable trips for PT from this site. This would be a concern if improvements were not delivered.

LCC are aware of a number of development proposals in the Garstang area and consider there are a number of options to deliver PT service improvements for the area. LCC will request s106 funding toward Public Transport improvements to serve this development site. The funding will be used to deliver either:

- A shuttle bus service routing through the site via the proposed link road to Garstang Health centre and Primary School on Kepple Lane, the town centre and Croston Road (anti-clockwise or possibly clockwise) It is estimated that such a service will require £120k per annum to operate and should be funded by development for a period of time linking with other opportunities to ensure that the service can be made sustainable. It is usual that funding is requested for 5 years; however, as this site is mixed use it could provide some commercial opportunities post initial pump priming. With this 2.5 years of funds is requested, however this requires the first trigger point for £120k at 50 dwellings occupied, a further £120k at the first anniversary, and the final £60k at the second anniversary. However, as before this does assume that the employment/retail element is progressed prior to the second anniversary.

- The funding for PT services should be flexible in order to be used to fund an alternative/equivalent service improvement, if identified and deemed to be more appropriate.

In order to secure the long term sustainability of the site any service provided/improved needs to be viable once any initial funding period has past. Any revenue generated should be used to extend the service beyond the initial 2.5 year funding period up to 5 years. To support the PT service, new bus stops will be required on the link road through the development (with layby on both sides). In addition, the existing bus stop on Croston Road should be upgraded to Quality Bus Standard (raised kerb and markings, but no shelter) a similar provision will be required on the westbound side. These works must be delivered through an s278 agreement.

Travel Plan - A Framework Travel Plan for the site was developed and revised following comments from LCC's Travel Plan team. The revised Framework Travel Plan now meets LCC's submission criteria. For a development of this size we would normally request a contribution of £24,000 to enable Lancashire County Council to provide a range of services as previously outlined to the applicant, should the LPA be minded to approve. However, given the number of developments coming forward, LCC have agreed to reduce this figure to £18,000.

Funding to support measure/initiatives within the Travel Plan - LCC request that a commitment is made by the developer to ensure suitable funding is made available to be used toward measures/initiatives that may be required if Travel Plan targets are not achieved (to be made available to the developers appointed travel plan coordinator). I would note that this funding is only to be used if the targets are not met and that these funds are not passed to the LPA or the LHA.

#### (C) Internal Site Layout, Parking Standards/Parking Provision and SUDS

This is an outline application and therefore internal site layout matters would be expected to be dealt with at the reserved matters stage. While LCC acknowledge that this is an outline Application I would note following:

- Adequate No of Parking spaces must be provided for both the residential and commercial elements of the proposed development, in line with agreed standards.
- With regard to driveway and garage dimensions I would note that all integral garages must have internal dimensions of 3m x 6m or they will not be considered part of the parking provision.
- The internal site layout should support the principles of 'Manual for Streets' and LCC's Creating Civilised Streets.
- All internal access issues will need to be overcome to satisfy highway adoption.
- A service strategy should be prepared and agreed
- In line with recent government policy I would expect the development to provide electric vehicle charging infrastructure at appropriate locations.
- I would expect the emergency services to be consulted on the full development proposals and appropriate access/tending arrangements for all elements/areas or an emergency access strategy agreed.
- Full details of proposed carriageway drainage will be required as part of any detailed design
- Any requirement to move statutory undertaker's apparatus will be considered and agreed as part of detailed design.

The proposed new vehicular link between the A6 and Nateby Crossing Lane should be constructed before first occupation on site.

#### Sustainable Urban Drainage Systems (SuDs)

The application should consider the requirements likely to be asked for in support of a SuDs drainage scheme, if deemed necessary. These considerations may significantly affect the site layout/design to include for the likes of swales, storage ponds etc. to control run off rates in accordance with SuDs guidance.

#### (D) S278 Works

A detailed list of all measures considered necessary to deliver sustainable development will be set out within the following two sections of these statutory consultation comments, under the headings of '(D) - S278 Works' and '(E) - Planning Obligations (s106 Planning Contributions).

LCC's have previously provided consultation comments to the LPA that set out the local highway authorities (LHA) concerns in regard to the unprecedented number of major planning applications in and around Garstang and beyond (such as North Preston and Longridge area) which will impact on the local highway network and in particular the A6 corridor, particularly around junction 1 of the M55. These previous comments set out the approach LCC considered necessary to support further major developments impacting in the A6 corridor in regard to both the strategic and local network.

A full list of initiatives, as set out on pages 3 & 4 of these statutory consultation comments was developed. It was considered by LCC that these Initiatives could support a finite level of further development within the A6 corridor (including M55 J1).

The developer and their Transport Consultant (HY Consulting) have provided a significant amount of information with the aim to address the concerns highlighted by LCC Highways in regard to development of this site (with consideration for both the previous application PA No. 14/00458 and this new application PA No. 16/00241. In addition to the information contained in the Transport Assessment and Safety Audit Report/Designers Response Report the developer has provided commitment to further sustainable measures (pedestrian, cycling and Public Transport) as well as number of amended and new layout drawings to address identified concerns. All changes proposed are in line with elements of the LCC plan/Strategy of Initiatives for the wider network which was developed in 2015. This plan has been progressed in order to support development in the area (and measures identified by HY Consulting can represent early phases of these wider changes).

In addition, HY Consulting have also carried out a detailed assessment, working closely with LCC highways, to identify an acceptable improvement scheme at the A6/A586, The Avenue junction that LCC consider will support further development.

The developer of this new application has committed to all the previously agreed measures, both s106 and s278 required to support delivery of the wider 'Strategy of Initiatives'. As such, LCC consider this new application can support delivery of the necessary Strategy and is of a scale to be able to deliver the necessary infrastructure and other mitigation measures identified.

S278 Highway Works - Should the LPA be minded to approve this application, a Section 278 Agreement for off-site highway improvements is expected between the developer and the highway authority (LCC). Section 278 agreements (s278) are appropriate where improvements are required in the public highway, paid for by the developer (costs to include design fees, safety audits, amendments to street lighting and traffic signalling equipment and all other risks associated with the highway improvements required by the development so that public funds are not used in the provision of these features).

Any highway improvement schemes agreed 'in principle' will be subject to detailed design. The Trigger points for s278 works will be before commencement of development unless otherwise agreed with LCC and the LPA. Some layout details have been agreed 'in principle' as indicated for each s278 scheme other scheme drawings are still required and yet to be agreed and should therefore be the subject of an appropriate condition.

The s278 works agreed with the applicant are:

- Main Site access junction on re-aligned A6 - Roundabout (serving both the employment and Residential elements)
- As agreed layout drawing 1600402b (revised May 2016)
- 2 No. Site access junctions onto Nateby Crossing Lane. As agreed layout drawing 1600404 Feb. 2016).
- Initiative 2 - Improvement of A6 Preston Lancaster New Road/Croston Barn Road/Green Lane West/B5272 Cockerham Road/Croston Road Signalised Junction
- The scheme includes upgrade to MOVA operation and the provision of pedestrian/cycle facilities across five of the six arms of the junction.
- An 'in principle' improvement scheme had been agreed with the developer prior to the larger scheme being developed. Therefore the final agreed scheme to be delivered by the developer through an s278 will be of equivalent scale but fully in line with the wider scheme. Scheme layout drawing 1600401b (revised May 2016) to be revised in line with wider scheme (the provision of an agreed scheme at this location to be a condition of any approval). Developer to deliver initial scheme through s278 Agreement
- Pedestrian footway improvements on A6 (east and west side to Longmoor Lane in the south and Croston Barn Lane in the north)
- As agreed in layout drawings 1600401b and 1600403b (both drawings revised May 2016).
- Initiative 3 - Improvement of Moss Lane/Longmoor Lane Priority Junction
- Improvements to the deliver pedestrian footway and dropped kerbs has been agreed 'in principle' with the developer prior to the larger scheme being developed. Therefore, the final agreed scheme to be delivered by the developer through an s278 will be of equivalent scale but fully in line with the wider scheme. Developer to deliver initial scheme through s278 Agreement
- Pedestrian Green Link, underpass of A6 providing high quality connection for sustainable modes (pedestrian/cycle) to Garstang. Details of the standard of the link, width and surfacing to be agreed (the provision of an agreed scheme to be a condition of any approval).
- Pedestrian footway improvements and traffic calming and Gateway measures on Nateby Crossing Lane. As agreed in layout drawing 1600405a (revised May 2016).
- Renewal of the carriageway markings at the Nateby Crossing Lane/Croston Barn Lane junction. This was previously agreed with the applicant and

will form part of the traffic calming and Gateway measures scheme on Nateby Crossing Lane. As agreed in layout drawing 1600405a (revised May 2016).

- Public Transport facilities to quality bus standard on Croston Road and on the new link between A6 and Nateby Crossing Lane. Details of the stops to Quality Bus Standard to be agreed (the provision of an agreed scheme to be a condition of any approval).

(E) Planning Obligations (s106 Planning Contributions)

Should the LPA be minded to approve this application, it is considered appropriate to seek planning contributions to support improvements to sustainable transport links on the local & Strategic highway network. This funding will be used to implement changes to limit the negative impact of this large development on the existing congested network.

The trigger point for s106 sustainable transport planning contributions should be prior to commencement of development unless otherwise agreed with LCC and the LPA.

The mitigation measures funded by the developer through s106 contributions include the following:

- Initiative 1 - A6 Barton to Garstang Sustainable Transport Strategy
- Requested Contribution: £20,000 towards wider scheme (Trigger 200th dwelling. The requested contribution reflects that this development will provide pedestrian and cycle measures along the A6 site frontage between Moss Lane and Croston Barn Road
- Initiative 4 - Improvement of A6/A586 'The Avenue' priority junction.
- The wider scheme now identified by LCC includes full signalisation, pedestrian and cycle, gateway and other safety/speed reduction measures.
- An 'in principle' improvement scheme had been agreed with the developer prior to the larger scheme being developed. However, in developing the funding mechanism to support all initiatives and improvements necessary in the corridor it has subsequently been decided that all relevant developments should support s106 contributions to deliver the wider improvement scheme.
- Requested Contribution: £150,000 towards wider scheme (Trigger 100th dwelling)
- Initiative 5 - A6/M55 junction 1, Westbound off Slip Improvement. Additional lane on westbound off slip. Requested Contribution: £250,000 (Trigger 50th dwelling)
- Initiative 6 - A6/M55 junction 1, Eastbound off Slip Improvement. Additional lane on westbound off slip. Requested Contribution: N/A as contribution requested for Initiative 5 (westbound off slip improvement).
- In addition commitment is necessary from the developer to fund mitigation measures through s106 contributions for the following further measures:
  - Funding for Public Transport service improvements, £300,000 (Trigger £120k at 50 dwellings, £120k at the 1st anniversary and £60k at the 2nd anniversary)
  - Travel Plan Support, £18,000 (prior to first occupation).
  - The above funding contribution figures have been accepted by the developer.

(F) Recommendation

LCC takes its responsibility seriously with respect to the current and future use of the highway network. In reaching our position with regard to this development proposal, LCC have conducted a review of all the submitted information presented.

In order for LCC Highways Development Control to have no objection to the proposed development, it is necessary that all three elements on page 5 (Part B) have certainty (as considered by the LHA) of coming forward or are within the gift of LCC/LHA to bring them forward and that they will be available for public use providing intended benefits once delivered forming part of the adopted highway network. It must be noted that this is not the current position.

However, the support and delivery of changes in the vicinity of the M55 junc. 1 could be used to support some further development until a planning decision is made for M55 junc. 2 which would then release further network benefits. Therefore, as presented this potentially could allow support from LCC for this proposal if taken forward as part of an acceptable strategy that includes satisfying necessary s106 funding requirements. However, it must be stressed that the overall combination of developments that can be supported at this time should not exceed the 176 two way trips at M55 jct. 1.

This development has a two-way impact of 108 trips at M55 Jct.1.

On the above being satisfied, LCC Highways would offer no objection to the proposed development providing that appropriate funding (s106) for sustainable measures is agreed with the county council and secured within a tripartite agreement; that all s278 measures as agreed and 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.

6.9 LANCASHIRE COUNTY COUNCIL (EDUCATION) - the scheme would generate a requirement for 102 additional primary school places and 20 additional secondary school places. This would equate to financial contributions of £1,374,402.06 and £406,071.80 respectively. It is proposed that these contributions would be used to expand Garstang Community Primary School and Garstang Academy. This claim would have to be reassessed once accurate bedroom information becomes available.

6.10 LANCASHIRE COUNTY COUNCIL (FLOODING) - the submitted FRA states that surface water would be discharged to the two watercourses within the site. Surface water drainage should be designed in accordance with the established sustainable drainage hierarchy. The applicant has not demonstrated that infiltration is not an option. Surface water should be managed in a sustainable way to mimic natural surface flows as close to the surface as possible and taking flood risk into account. Run-off should be restricted to greenfield rates where practicable. Systems should be designed in accordance with the non-statutory technical standards and the NPPG. It is understood that boreholes and soakaway testing has been carried out but locations have not been provided. A site layout plan should be provided to show any exceedance routes. Flow balancing may be an option and the developer should consider this. In accordance with the Water Framework Directive, development must not result in a reduction in water quality. The developer should contact the LLFA in the first instance for advice to ensure no adverse impact results to the watercourses on site. Published guidance is available. Land Drainage Consent would be required for works or discharge to a watercourse. The grant of planning permission does not constitute the grant of Land Drainage Consent. No works should take place within 8m of a watercourse. Watercourses are particularly valuable for wildlife and the proposals must safeguard biodiversity. Permeable driveways must not be included in hydrological calculations as they can be resurfaced and permeable paving on roads

must be agreed with the Local Highway Authority. No objection is raised subject to the imposition of seven conditions and an advice note. These would require development to proceed in line with the FRA; agreement of a surface water drainage scheme; prevention of occupation before drainage is provided; agreement of a management and maintenance plan; agreement of finished floor levels; agreement of a construction surface water management plan; and provision of attenuation prior to development. The informative would relate to Land Drainage Consent.

6.11 LANCASHIRE CONSTABULARY - external doors and ground flood windows should be to PAS 24:2012 or equivalent standard. The underpass could become problematic and so natural surveillance, lighting and clear open views are essential. Anti-vandal features should be used to prevent graffiti. Varied orientation of dwellings along with cul-de-sac creation is welcomed. Footpath links should be avoided. Appropriate lighting and landscaping schemes would be required. In-curtilage parking is recommended. Rear alleyways should be avoided, boundary treatments and gates should be 1.8m high with central bolts and internal cross rails. Meters should be located at the front of dwellings and garages and sheds should not have windows. Parking in the commercial areas should have barriers to prevent congregation out-of-hours.

6.12 GREATER MANCHESTER ECOLOGY UNIT (GMEU) - the ecological impacts of this proposal do not differ significantly from those previously. Whilst some surveys are now quite dated, there have been no material changes to the site or habitats. The ecology report has been updated as has the Masterplan which shows the retention of the majority of UKBAP habitats and individual trees with opportunities for ecological enhancement. The site comprises semi-improved grassland with hedges, trees and ditches of some local conservation value. The survey work undertaken is considered proportionate. The site is adjacent to the Lancaster Canal and is subject to a TPO. The site supports amphibians and has potential to support great crested newts (GCNs) along with nesting birds and foraging and commuting bats. A licence from Natural England would be required in relation to GCNs and the three requisite tests must be passed. With regard to the third test it is noted that no breeding habitat would be lost, the majority of connectivity habitat would be retained, new habitat could be created, and safeguarding methods could be applied. As such, it is considered that the third test could be passed subject to the imposition of appropriate conditions.

6.13 GREATER MANCHESTER ECOLOGY UNIT (GMEU) (cont.) - bat roost potential within the site is limited to a small number of trees. The most important habitat is the hedgerows which will be largely retained and enhanced. Any trees capable of supporting bats must be re-inspected prior to any loss between May-August inclusive. If bats are absent, soft felling should take place late August to early October or March-April. The development is likely to result in the loss of some or all of the waterbodies on site. There should be no net loss of such and so new pond habitat should be provided. There is some potential for impact on nesting birds which must be managed. Overall it is considered that any harm to local habitats would not be substantive and no fundamental objections are raised subject to the imposition of appropriate conditions. These would require the agreement and implementation of a Construction Environmental Method Statement; ensure the protection of Lancaster Canal from run-off during construction; protect trees in accordance with BS5837:2012; require the agreement and implementation of a great crested newt method statement and evidence of a licence; prevent the clearance of trees or vegetation between March-July unless the absence of nesting birds has been demonstrated; agree any external lighting; and require the agreement and implementation of a biodiversity enhancement scheme.

6.14 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE) - a range of conditions were previously agreed in respect of application ref. 14/00458. These have been amended, rationalised and updated as appropriate taking into account changes in legislation and circumstance. Subject to the recommended conditions, no unacceptable impacts are anticipated.

6.15 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) - the reliability of the predicted concentrations is questioned as the modelling results have not been verified against monitoring data. However, it is unlikely that the development would cause exceedance of health-based national air quality objectives in the area. The potential impact upon the Broughton Air Quality Management Area has not been considered but is likely to be reduced because of the proposed bypass. Mitigation is readily achievable. Paragraph 35 of the NPPF requires developments to be designed to incorporate facilities for low-emission vehicle. The EPUK & IAQM Planning for Air Quality guidance should be applied. Should planning permission be granted, conditions should be imposed to require dwellings to be provided with electric vehicle charging points and to require agreement of a dust management plan for the construction period.

6.16 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) - the information submitted in respect of the previous application has been resubmitted in respect of this application and, based on the comments received previously, it is understood that the applicant has done some but not all of the work required. Ordinarily a desk-top study should be submitted followed, where necessary, by an exploratory investigation. However in this case the applicant has conducted an exploratory investigation but no desk-top study has been provided. A desk-top study is required for review. Without this document it is not possible to fully assess the exploratory investigation report. Notwithstanding this requirement, the exploratory investigation has revealed a need for additional work. In particular, a ground investigation is required along with a period of gas monitoring. It is agreed that benzo[a]pyrene is not a significant risk. Trial pit 10 shows excess lead concentration and so further investigation is required. The boreholes show the land to be made ground but the phase 1 reports identify the site as agricultural land, this should be explained. Standard condition ENV1 should be attached to any permission granted along with standard advice notes EH1, EH2, EH3, EH4, EH5, EH18 and EH20.

6.17 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) - no objection. Full surface water details including attenuation must be submitted. The site is in flood zone 1 and so is at low risk of flooding.

6.18 WBC HEAD OF OPERATIONS (PARKS AND OPEN SPACES) - the public open space is reduced from the previous submission and now includes the proposed roundabout and embankments. It is unclear how the corridor proposed would provide useful recreation for residents. The children's play area previously proposed is no longer part of the scheme. An off-site contribution towards the improvement of existing facilities should be considered. The proposed green corridor would be at a lower level than the embankment and roundabout as would the shared footway. Careful consideration must be given to drainage provision in these areas. Details are needed to show how the link path and public open space would be aesthetically linked.

6.19 WBC HEAD OF OPERATIONS (TREES) - there are sixteen trees on site covered by TPO no. 15 of 2013. The information submitted suggests the majority of these would be retained. All high value TPO trees should be retained and losses



should be kept to a minimum and must be adequately mitigated. The on-site hedgerows may be 'important'. Removal should be avoided but, if necessary, the importance of the hedgerows must be established. The green corridor and ecological enhancement area are noted. The level of arboricultural detail provided is sufficient. A Tree Protection Plan, Arboricultural Impact Assessment and Arboricultural Method Statement would be required along with details of mitigation and new tree planting.

## **7.0 REPRESENTATIONS**

7.1 Two-hundred and thirty-nine representations have been received including one-hundred and eighty-eight letters of objection and fifty-one letters of support.

7.2 The objection letters raise the following issues:

### **PRINCIPLE**

- Premature in advance of Local Plan/a Local Plan should be in place
- Impact on/loss of Greenbelt
- Cumulative impact with other schemes in the area
- Unsustainable development
- Impact on rural character of area
- Development would be over-intensive and out-of-character with the area
- Development would lie outside of the natural urban boundaries and would be cut off from Garstang by the A6 and prevent community integration
- No need for additional commercial premises (employment or retail)
- Impact on vitality of Garstang from retail development
- Business premises likely to remain empty
- No need for additional housing, excessive provision for this area
- Local people will not be able to afford house prices
- Market and affordable housing should be located close to an employment centre
- Loss of open space
- Loss of agricultural land
- Additional strain on existing infrastructure including doctors, dentists, schools, public transport, parking, leisure provision, open space and utilities
- Scheme should include the infrastructure required in the area, e.g. medical facilities, a school, leisure provision and open space
- The proposal would not benefit Garstang
- Cumulative impact with other developments
- An approval would set a precedent for other development
- Local circumstances have been ignored

### **LAYOUT**

- The proposed density is excessive, the scheme would be cramped and out-of-keeping with the surroundings
- Insufficient landscaping is proposed

### **VISUAL IMPACT/HERITAGE**

- Impact on AONB
- Impact on heritage
- Funds should be made available for future repairs to the Listed bridges necessitated by the increased traffic
- Loss of views

- Loss of Nateby Bridge would affect contours of land, result in loss of open space and visual aspect
- Archaeological impact on existing Roman Road following line of A6
- Three-storey houses would be out-of-keeping with the area
- Visual impact as Garstang is a small market town
- The development is likely to be out-of-character
- Commercial areas would introduce blight through appearance and illuminated signage, again out-of-keeping with character of area

#### AMENITY

- Noise pollution, particularly from traffic at the roundabout
- Cannot mitigate against noise for existing properties
- Air pollution
- Light pollution
- Vibration
- Increase in dust
- Traffic pollution/fumes
- Noise and disturbance from people using the bridge footpath, the footpath through the housing estate and the underpass, particularly late at night
- Loss of privacy

#### HIGHWAYS

- Need a comprehensive approach to highway improvement
- Increase of mud on the highway during construction
- A new motorway junction or train station should be provided
- Parking in Garstang town centre is problematic
- Highway safety impact on local roads for walkers, joggers and cyclists
- Existing pavements are substandard
- Existing street-lighting is substandard
- A6 was designed as a by-pass to keep traffic away from local roads, a new by-pass would be needed
- Garstang would be split by the A6
- A6 would prevent pedestrian/cyclist access into Garstang
- The existing roads are inadequate, including A6 and in Garstang
- Existing traffic is high speed and high volume
- Existing canal bridges create narrow roads and are hazardous
- Existing canal bridges generate bottlenecks and noise disturbance and this would increase
- Existing access to site roads and into the flow of traffic is difficult and would get worse
- Residents would be dependent on private car use
- Existing high levels of traffic and congestion on A6 and local roads
- Increase in traffic and congestion on A6 and local roads
- Impact on highway safety, increased potential for accidents
- Accident record is high on the A6
- The development would cause disruption to the A6 and would slow speeds increasing journey times
- The roundabout would be too close to the existing junction
- Access for emergency response vehicles would become more difficult
- The highway proposals are deficient/inappropriate
- The bridges on the A6 cause blind spots for traffic
- The A6 lacks capacity

- The submitted transport assessment is inaccurate and unreliable and based on flawed assumptions
- Potential for use of site as a cut-through and increased 'rat-running' on existing smaller side roads
- Increase in parking pressure and inadequate parking provision
- Inadequate public transport provision in area
- May need to reduce speed limit
- Tunnel proposed for re-opening was filled with cement to prevent the road from subsiding
- Hawthorn Avenue is unsuitable for a cycle route due to the surface

#### ECOLOGICAL/ARBORICULTURAL/OPEN SPACE

- Impact on wildlife and the natural environment
- Loss of trees, hedgerows and grassland
- Impact on birds and newts
- Light pollution would impact on habitats
- Lack of landscaping and open space

#### DRAINAGE

- Impact on drainage as there are existing flooding issues
- Cumulative impact on drainage and flood risk from this and other proposed developments
- Existing drainage and sewers would not be able to cope
- Increased risk of flooding
- Risk of surface water flooding
- Subsurface clays mean that existing drainage is poor
- Proposed subway would flood and become impassable
- Increase in hard-surfacing would require new and improved drainage systems
- Fields required to be retained to hold flood water
- Proposed drainage system would be inadequate/inappropriate
- Information submitted in the flood risk assessment is out-of-date, erroneous, inadequate and misleading
- Ainspool Brook is prone to flooding, particularly around Churchtown and not suitable to take surface-water from the development
- Existing capacity levels not considered
- If the existing culvert is not maintained it would lead to flooding of existing homes and compensation claims

#### CONSTRUCTION

- Damage, disruption and congestion during construction

#### OTHER

- Impact on tourism in Garstang
- Impact on property values
- A one-off payment towards infrastructure provision/improvement is insufficient, payments should be ongoing
- Wyre has not agreed its Community Infrastructure Levy
- Potential for commercial competition
- Disturbance during construction
- Structural impact on listed bridges
- Security concern from underpass walkways and potential for litter, anti-social behaviour, noise and graffiti

- The underpass would not be safe, particularly for women
- Increased crime/reduced security
- Removal of existing A6 embankments would facilitate access and trespass into the properties on the eastern side of the A6
- Potential for youths to congregate
- Permitted development rights may enable the character and format of the development and the types of uses to change resulting in impact that has not been properly considered.
- There has been a lack of consideration of impact on neighbouring parishes
- Mandatory impact tests have not been carried out

7.3 Two letters of objection have been received from Ben Wallace MP. One provided a copy of a group representation and reiterating his concerns to the previous application. The second raised additional concerns. Together the following issues were noted:

- Excessive density of development
- Need for high-quality design reflecting local character
- Need to maintain traffic flows along the A6
- Impact on congestion
- The provision of a new roundabout would be contrary to national and regional transport route strategy.

7.4 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.

7.5 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.

7.6 The letters of support comment that:

- Highway issues have been considered
- Traffic in the area is not heavy compared to elsewhere
- The roundabout serving the Barton Grange garden centre works well
- The cycle track is a good idea
- Development should be focused in Garstang
- The scheme would provide an economic boost to businesses and support the town centre

- The scheme would provide affordable housing and enable young people to remain in the area
- The development would provide employment
- The scheme would provide development without impacting upon the historic core of the town
- It would represent beneficial use of derelict land
- The development would be sustainable
- It would encourage investment
- The development would sustain and rebalance the local community
- Represent sustainable development
- It is possible to have development and maintain character
- More residents will help to fund and support local services
- Garstang should be accessible to younger people
- The site is accessible
- The scheme would improve unused landscape and create areas for recreation
- It would have biodiversity benefits

7.7 Two of the representations have been submitted on behalf of the Nateby Fields Neighbourhood Group in the form of detailed reports. The issues raised in these reports are summarised above and addressed within this case officer report.

7.8 One of the representations is a detailed submission by SCP a transport planning consultancy. This has been considered by LCC who

7.9 Members are respectfully reminded that preference for alternative schemes, loss of view, potential impact on property value and matters of commercial competition are not valid planning considerations. Whilst the number of representations received has been stated, Members are respectfully advised that officers are aware that this number includes a level of duplication. Examples would be representations sent in by email with an identical paper copy then received via post, identical letters being submitted by multiple members of the same household, and individual respondents sending in multiple representations.

## **8.0 CONTACT WITH THE APPLICANT/AGENT**

8.1 Dialogue has been maintained with the applicant's agent throughout the application process.

## **9.0 ASSESSMENT**

The main issues are considered to be:

- Principle of sustainability
- Principle of development
- Housing land supply
- Impact on the countryside
- Loss of agricultural land
- Acceptability of residential development
- Acceptability of industrial development
- Acceptability of commercial development
- Housing mix and density of development
- The impact on local infrastructure and the need for planning obligations

- Impact on existing residential amenity
- Landscape and visual impact
- Heritage impact
- The impact on highway safety
- Ecological and arboricultural impacts
- Flood risk and drainage
- Air quality
- Land contamination
- Other
- Assessment of sustainability and the planning balance

## PRINCIPLE OF SUSTAINABILITY

9.1 The National Planning Policy Framework makes it clear at paragraph 6 that the purpose of the planning system is to contribute to the achievement of sustainable development. Sustainability comprises economic, social and environmental dimensions. The Framework as a whole sets out a presumption in favour of sustainable development. With regard to planning decision-taking, paragraph 14 explains that this means approving proposals that accord with the development plan without delay or, where the development plan is absent, silent or out of date, granting permission unless either the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, or where the Framework specifically indicates that development should be resisted. The three dimensions of sustainability have been considered as part of the assessment of this application as detailed below.

## PRINCIPLE OF DEVELOPMENT

9.2 The application site falls outside of the boundary of Garstang and within an area of designated Countryside as identified on the Proposals Map to the adopted Local Plan. Saved Policy SP13 of the Plan is relevant. This policy seeks to restrict development within the Countryside other than that essential in relation to farming and uses appropriate in a rural area; affordable housing provision; the re-use of listed and institutional buildings; conversions; and small infill developments. The intention behind the policy is to protect the inherent rural character and quality of the Countryside by steering development towards existing settlements.

9.3 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 Framework makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development. At paragraph 14, the Framework sets out a presumption in favour of sustainable development and states that where relevant policies in a local development plan are out-of-date, planning permission should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole. Further into the Framework and with regard to housing delivery, paragraph 49 explains that policies for the supply of housing should not be considered to be up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. The recently published Wyre Settlement Study places Garstang fourth in the rank of borough settlements and first 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 a valid indication of sustainability.

## HOUSING LAND SUPPLY

9.4 The Framework expects Local Planning Authorities to identify a five year housing land supply plus an appropriate buffer to ensure choice and competition in the market. 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 Authority 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.

9.5 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. This application proposes the development of up to 269 new homes. This would represent a substantial quantitative contribution towards meeting the boroughs housing requirement and providing new homes in the local area. As such, it is a consideration that weighs strongly in favour of the application.

## 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 of the Framework expects new developments to take account of the different roles and characters of different areas, with decision-makers recognising the intrinsic character and beauty of the countryside. However, whilst paragraph 17 expects due consideration to be given to countryside areas, it nevertheless places heavy emphasis on the need for the planning system to proactively drive and support sustainable economic development, including the delivery of new homes, businesses and infrastructure.

9.7 The Council's emerging Local Plan went through a period of public consultation on identified issues and options between 17th June and 7th August 2015 but is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met 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 wider countryside will experience some erosion at the boundaries with urban areas.

9.8 The site does not lie within open countryside and is not remote from an existing centre. Instead it is bounded by the A6 to the east with the main body of Garstang beyond. Nateby Crossing Lane bounds the site to the west with Croston Barn Lane to the north. There is an existing marina complex and caravan park to the

west of the site and some, limited development to the south. Whilst the land immediately to the north is largely open, there is some development beyond that in the form of the caravan park and hotel complex that sit between the A6 and Cockerham Road. It is acknowledged that the development proposed is of a major scale that would undoubtedly change the character of the immediate area. However, it would be viewed against the backdrop of the surrounding land uses and road network. As such, the development of the land is considered to represent less of a clear incursion into open countryside and more of a logical rounding of the settlement of Garstang, with Nateby Crossing Lane defining the western boundary of the town. Extensive areas of open countryside exist around Garstang, particularly to the west and, should the land be developed, the town would still remain as a clearly identifiable urban centre within open countryside.

9.9 When considered in context as outlined above, it is considered that the development proposed would not substantially compromise the wider character and function of the countryside in this area of the borough. It is recognised that the scheme would have a substantial but localised impact on the character of the application site itself and the area immediately surrounding it. This localised impact would weigh against the proposal.

#### LOSS OF AGRICULTURAL LAND

9.10 The Agricultural Land Classification system splits agricultural land between five grades with grade 3 further subdivided into grades 3a and 3b. Land grades 1, 2 and 3a are considered to be best and most versatile.

9.11 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.

9.12 The application site comprises grade 3 agricultural land. The assessment submitted in support of the scheme is simplistic as it is based purely on observation rather than site investigation. Nevertheless, it reports that the majority of the site is likely to fall within classification 3b. In any event, at 15.62 hectares in area, the application site would fall short of the recognised threshold for a significant development. As such, there would be no requirement for the applicant to demonstrate that the scheme could not be accommodated on land of lesser agricultural quality. Furthermore, the government's aim of minimising the loss of best quality farmland must be viewed in the context of the overall quality and availability of farmland in any given district. There are very large expanses of grade 2 agricultural land to the south and west of the application site and much of the rest of the borough outside of the Bowland Fells and urban areas is grade 3. Consequently, the development of the site would not be significantly detrimental to the borough's supply of quality agricultural land and the loss that would result would not weigh significantly against the proposal. It must be noted that the Framework does not set out a presumption against the development of greenfield sites.



## ACCEPTABILITY OF THE LAND USES PROPOSED

9.13 The layout of the site is not a matter for consideration at this stage. Nevertheless, the application seeks outline permission for a range of different land uses as part of a mixed use development. On this basis, and notwithstanding the sites established Countryside designation, the acceptability in principle of these land uses must be assessed.

### RESIDENTIAL DEVELOPMENT

9.14 The application site falls within designated Countryside but is otherwise unallocated on the Proposals Map to the adopted Local Plan. As such, it is not safeguarded for a particular use. The site is bounded by roads including the A6 on all sides with the main body of Garstang to the east and low-intensity leisure uses to the west. There are some small scale business and farming operations in the area. A mix of uses, including some industrial and commercial floorspace, is proposed on the site. However, this degree of proximity between different land uses is not unusual within established settlements. Furthermore, paragraph 17 of the Framework, whilst advocating that all new schemes safeguard residential amenity, also promotes mixed use developments that make best use of available land and support patterns of growth that enable fullest use of sustainable transport modes.

9.15 A noise assessment has been submitted as part of the application that considers the potential impact on occupants of the houses proposed from local noise sources, including the A6 which is identified as the primary potential source of noise nuisance. This assessment considers that residential amenity could be adequately safeguarded from general noise sources through the incorporation of normal mitigation measures, such as suitable glazing, at detailed design stage. In order to mitigate potential noise nuisance from the A6, the erection of a solid barrier is recommended. However it is acknowledged that the necessary specifications of such a barrier would be dependent upon the site layout ultimately proposed. Conditions could be attached to any permission granted to require these details to be agreed prior to the commencement of development. The Council's Environmental Protection team has assessed the application submitted and has not raised any objection but has requested the imposition of a number of conditions to safeguard residential amenity. No other constraints are identified that would render residential development fundamentally unacceptable. Consequently, and notwithstanding the sites Countryside designation, residential development of the land is considered to be acceptable.

### EMPLOYMENT DEVELOPMENT

9.16 Paragraphs 17 and 18 of the Framework set out the need for the planning system to proactively drive and support sustainable economic growth to create jobs and prosperity. The application proposes 9,489sq m (gross) of employment floorspace over an area of 3.6ha which includes the proposed convenience store and coffee shop. This is a notable reduction from the previous application and would also be restricted to classes B1a and B1c with no research and development (B1b), general industrial (B2) or warehousing and distribution (B8) provision. The 2012 Wyre Employment Land and Commercial Leisure Study recommended the inclusion of the application site in the borough's proposed future employment land portfolio as having potential for mixed use development. It was recommended that half of the site, or approximately 6.8ha, be given over to employment uses. The current application proposes only 3.1ha of employment land which equates to some 19%. Whilst this is less than that recommended by the study, it nevertheless constitutes the provision of valuable employment land and is considered to be acceptable in

order to enable the delivery of additional residential development to meet the boroughs housing needs.

9.17 In accordance with the requirements of paragraph 26 of the NPPF, the applicant has submitted an Office Impact Assessment. This has considered the town centres of Garstang, Poulton, Cleveleys, Fleetwood, Kirkham, Lytham, St. Annes, Longridge and Broughton. In all instances it is considered that the lack of a competing office offer in these locations would prevent any unacceptable impacts on the vitality and viability of the centres. It is also noted that local demands are different in Longridge and that a Local Plan commitment is proposed in Poulton. With regard to Blackpool and Preston, it is noted that in both cases there is a strong, long-term Council commitment to future office development as part of wider regeneration plans for those centres. It is also suggested that the target markets would be different to those of the application site. In light of the above and notwithstanding the sites inclusion in the boroughs employment portfolio, no unacceptable impacts on surrounding centres arising from the provision of office floorspace is anticipated.

9.18 It is considered that appropriate conditions could be attached to any permission granted and attenuation measures agreed in order to avoid noise nuisance to local residents. Conditions should also be attached to any permission granted to secure the delivery of the employment floorspace. No other constraints that would preclude employment development are identified and so, notwithstanding the Countryside designation, this land use is considered to be acceptable.

## COMMERCIAL DEVELOPMENT

9.19 Up to 495sq m of retail floorspace is proposed along with up to 300sq m of café/restaurant. This provision is intended to meet the local shopping needs of the development proposed whilst also providing opportunities for local residents to socialise and interact. In this respect, the provision of commercial floorspace would be in-line with the governments support for mixed use developments as set out in paragraph 17 of the Framework. It would also accord with the requirement set out under paragraph 70 for local authorities to plan positively for the provision and use of shared space, community facilities (including local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other services to enhance the sustainability of communities and residential environments. An integrated approach to the location of housing, economic uses, community facilities and services is advocated to increase opportunities for social interaction and reduce the need to travel.

9.20 Notwithstanding the governments support for mixed use developments, section 2 of the Framework acknowledges the need to ensure the continued viability of existing town centres in order to maintain the sustainability of existing, established communities. Paragraphs 24 and 27 stipulate that main town centre uses must be located in accordance with the sequential test and that proposals that would have a significant adverse impact on the health of existing centres should be resisted. As advocated by the Framework and in the interests of safeguarding the vitality and viability of existing centres in Wyre, the Council has adopted a floorspace threshold for development above which any proposal must be supported by a retail impact assessment. This threshold is 500sqm gross retail floorspace.

9.21 In considering the acceptability of the commercial floorspace proposed, officers have been mindful of the need for a pragmatic approach. Whilst there is no overall quantitative need for additional convenience retail floorspace, it is recognised that small-scale facilities to meet local, day-to-day shopping needs are inherently

sustainable. It is also noted that new, large-scale developments may justify the creation of new centres in order to meet the needs they generate.

9.22 Nevertheless, in order for the retail floorspace proposed to be considered acceptable in terms of the NPPF, the requirements of the sequential test must be met and it must be demonstrated that the scheme would not have a significant adverse impact on the health of Garstang Town Centre. The applicant has undertaken a review of comparable, available sites within or on the edge of the town centre and identified only one unit. However, as this is restricted to A4 use it is not considered suitable for the development proposed. No other sequentially preferable sites within the catchment area are identified and officers are not aware of any alternative options. On this basis the sequential test is passed and the principle issue becomes one of impact.

9.23 Paragraph 26 of the NPPF requires the submission of a retail impact assessment for retail developments in excess of 2,500sq m or any locally set threshold. In April 2015 the Council adopted a local threshold of 500sq m, above which a retail impact assessment is required. The applicant has confirmed that the area of retail floorspace proposed as part of this application would not exceed 495sq m. As such, no retail impact assessment is required. Given the limited scale of retail development proposed, it is likely that it would serve a predominantly local, walk-in catchment. As such, no unacceptable impacts upon the health or viability of Garstang Town Centre or any other established shopping centres are anticipated. On this basis, the retail floorspace proposed as part of the scheme is considered to be acceptable.

## HOUSING MIX AND DENSITY OF DEVELOPMENT

9.24 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. However, the submitted Design and Access Statement presents the constraints and opportunities relating to the site and explores potential design solutions. An indicative masterplan has been provided to indicate how the development could be delivered.

9.25 Parameters of scale for the different land uses proposed have been provided. The site covers an area of 16.6ha. Approximately 9.3ha would be residential. Some 3.6ha would be given over to employment and commercial uses with a further 3.7ha taken up by the proposed highway improvement works and the pedestrian/cycle route and green corridor along the existing, disused railway line.

9.26 It is proposed that up to 269 homes could be accommodated on the site. Whilst not a matter for agreement at this stage, a mix of house types and tenures is proposed. This is considered to be acceptable in principle and would accord with the requirement of paragraph 50 of the Framework for local authorities to deliver a mix of house types, sizes and tenures to meet local demand. Final details of housing mix would be agreed as part of a future reserved matters application should this proposal be supported.

9.27 The existing housing stock in Garstang is dominated by detached and semi-detached properties with relatively small pockets of terraced homes and apartments. The majority of properties benefit from reasonably sized gardens. The average housing density in the area immediately to the east of the A6 from the application site is approximately 30 dwellings per hectare. The provision of up to 269 homes over an area of 9.3ha would generate a housing density of some 29 dwellings per hectare on the application site. This is considered to be reasonable. Furthermore

it is noted that areas of differing densities are proposed to give the scheme a more organic feel and better reflect the variation seen within the main body of Garstang.

9.28 As previously stated, this is an application for outline planning permission that only seeks to agree the matter of access at the current time. In basic terms, this means that the applicant wishes to establish the principle of development on the site, and that the means of access shown would be acceptable to serve up to 269 new dwellings and the other uses proposed. The details of the layout of the development are not a matter for consideration at this stage. Consequently, whilst the indicative information provided at this stage is considered to be acceptable, the details of layout and final housing numbers, mix and density would be a matter to be agreed at reserved matters stage.

## INFRASTRUCTURE AND OBLIGATIONS

9.29 A development of this scale would typically generate requirements for affordable housing, education provision and public open space. 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.

9.30 Paragraph 50 of the Framework expects local authorities to identify affordable housing needs in their area and then set policies to meet this need on site unless off-site provision or a financial contribution can be robustly justified. There are no saved policies in the adopted Local Plan that relate to affordable housing provision. However, the Council has undertaken an affordable housing viability study that has revealed a 30% rate of provision to be financially viable within the borough. This level of provision is considered to be appropriate as part of the proposed development and the applicant has indicated agreement in principle. As this is an outline application that does not seek to establish a final housing total or mix, the details of the necessary affordable housing provision cannot be considered at this stage. A condition would therefore need to be attached to any permission granted to secure an appropriate scheme of affordable housing provision.

9.31 Lancashire County Council, as Local Education Authority, has calculated that the development proposed would generate a requirement for an additional 102 primary school places at a cost of £1,374,402.06 and 20 secondary school places at a cost of £406,071.80. It is proposed that these additional places would be provided through the expansion of Garstang Community Primary School and Garstang Community Academy. These calculations may change once accurate bedroom information becomes available. Financial contributions toward education provision are ordinarily secured through a section 106 legal agreement and, should the Committee be minded to support the proposal, officers would seek to complete such an agreement before a formal decision is issued.

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. This scheme proposes up to 269 new homes which would equate to a public open space requirement of 1.08ha. Whilst layout is not a matter for detailed consideration at this stage, the indicative plans provided with the application show sizeable areas of ecological enhancement land and it is evident that the requisite amount of public open space could be provided on-site alongside the built

development proposed. As such, it is considered that the requirements of Policy H13 could be met.

#### IMPACT ON EXISTING RESIDENTIAL AMENITY

9.33 As set out above, and notwithstanding the countryside designation of the site, the land uses proposed are considered to be acceptable in principle. It is considered that conditions could be attached to any permission granted that would prevent noise and odour nuisance from the proposed employment and commercial uses from having an unacceptable impact on the amenities of nearby neighbours.

9.34 The illustrative layout plan supporting this application shows linear public open space along the old railway line from Nateby Crossing Lane to the A6, with a combined footway/cycleway through to Derbyshire Avenue. This route would utilise the existing railway bridge that passes under the A6 and directly link the site to the public open space on Derbyshire Avenue. Concerns have been raised that this link would lead to a loss of privacy and noise disturbance for existing residents in the area of the underpass link. The footway/cycleway proposed would link through to existing highway that is already open to public access. Consequently, whilst the level of pedestrian and cyclist traffic may increase, this is an inevitable result of development and it is not considered that the Council could reasonably resist the proposal on this basis.

9.35 Scale and layout are not matters for consideration at this stage and it is recognised that the application site is separated from the main body of Garstang by the A6. There is a residential property immediately adjacent to the site but the Council has adopted standards, as set out in supplementary planning guidance, that stipulate the minimum separation distances that must be achieved between properties in order to safeguard residential amenity and these could be secured at reserved matters stage. As such, no unacceptable amenity issues are anticipated.

#### LANDSCAPE AND VISUAL IMPACT

9.36 Paragraph 109 of the Framework states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes. Paragraph 17 expects decision-makers to recognise the intrinsic character and beauty of the countryside. The site currently comprises undeveloped agricultural land and falls within National Character Area 32: Lancashire and Amounderness Plain and within landscape type 15d: The Fylde Coastal Plain as identified in the County Council's Landscape Strategy for Lancashire. The area is characterised as a relatively flat to gently undulating patchwork of pasture and arable fields defined by clipped hawthorn hedges, with blocks of woodland, drainage ditches and many man-made features evident. The landscape is typical of post-medieval enclosure and is distinctly rural. It is noted that the landscape characteristics of the site are not unique within the wider area.

9.37 No landscape and visual appraisal has been submitted with the application. However, it is evident that the site includes features of landscape significance including ditches and historic field boundaries marked by established trees and hedgerows. The submitted Design and Access Statement notes that existing trees and hedgerows would be retained wherever possible as part of the development. This would accord with the Landscape Strategy for Lancashire and could be secured as part of an agreed site layout at reserved matters stage should the scheme be supported. Nevertheless, should development take place, the open character of the site and any landscape value would be lost.

9.38 The site is relatively flat and is bound by rural roads to the west and north and by the A6 to the east. The canal runs to the south. The development proposed would be clearly visible from the canal and all approaches and would form a dominant part of the local landscape. It is acknowledged that it would have a significant, albeit localised, visual impact. However, from the open countryside to the west the development would be viewed against the backdrop of the A6 and the main body of Garstang. There is already limited development to the south of the canal and the west of Nateby Crossing Lane. As such, the context of the site is one of an urban fringe location.

9.39 The design of the proposal is not a matter for detailed consideration at this stage. The submitted Design and Access Statement indicates that the scheme would be sensitively designed to be in-keeping with existing properties in the area and that the features of greatest landscape value would be retained as part of the scheme. As previously set out, the scale, layout and appearance of the development would be agreed at reserved matters stage should outline permission be granted. On this basis, given the location of the site adjacent to the A6 and the main body of Garstang, and given its limited inherent landscape value, it is not considered that the visual impact of the proposal would be sufficiently detrimental to the wider landscape so as to weigh heavily against the application. Members are respectfully reminded that the potential for loss of view does not constitute a valid reason for refusal.

#### HERITAGE IMPACT

9.40 The Lancaster Canal runs immediately to the south of the site. The bridge that carries Nateby Crossing Lane over the canal is called Cathouse Bridge (no. 64) and is a grade II Listed Building. The Cathouse By-Pass Bridge (no. 63B) carries the A6 over the canal and is not listed. The impact of the proposal on this heritage asset and the canal has been considered as part of this application in accordance with paragraphs 128-138 of the NPPF and the duties under the Planning (Listed Buildings and Conservation Areas) Act 1990.

9.41 It is noted that canals typically pass through both urban and rural areas and this inherent linking of place is a key aspect of their character and function. Whilst Cathouse Bridge would have once sat in isolation in open countryside, the encroachment of suburban housing in recent years has eroded this historic rural setting. It is recognised that canal-side residential development is not an unusual in the area. Given the separation between the edge of the development site and Cathouse Bridge and the potential for intervening landscaping to be provided, it is considered that the appearance and significance of the designated heritage asset would be sustained with no further erosion of the setting. In order to ensure that no unacceptable impact results, a landscaping scheme to include the provision of heavy standard trees along the southern boundary of the site would be required in order to screen the bridge from the buildings on site. Any other boundary treatments, such as fencing, would need to reflect the rural character of the site in appearance.

9.42 The Canal and Rivers Trust have raised concern over the potential for physical damage to bridge no. 64 from traffic and previously requested additional information from the developer to assess this potential impact and demonstrate that adequate protection would be provided. However, as this bridge already forms part of the public highway, this was not considered to be necessary and the applicant instead proposed the imposition of a condition to any permission granted that would require construction traffic to access the site from the A6. The Canal and Rivers Trust has confirmed that this would be acceptable. As such and subject to the imposition of

suitable conditions on any permission granted to protect the canal from damage and contamination and require appropriate planting, no unacceptable impacts on the value of the local heritage assets are anticipated.

#### IMPACT ON HIGHWAY SAFETY

9.43 Vehicular access to the site is proposed to be from three access points. The main point of access would be a new, four-arm roundabout on the A6 immediately to the north of the former railway line. The existing A6 would form the eastern arms of this roundabout with two spurs giving access to the west into the site. The more northerly of these would serve the proposed employment area with the remaining spur providing residential access. This last spur would bisect the site and create a vehicular access through to Nateby Crossing Lane. This junction on Nateby Crossing Lane would be the second vehicular access point to the site with the third further to the north on Nateby Crossing Lane. Pedestrian/cycle access points would be available into the site from Nateby Crossing Lane at the point of the former railway line and to the south near to the canal. Pedestrian/cycle access points to the proposed employment area are also indicated on Croston Barn Lane and the A6. It is considered that the through-road would improve links to the Garstang and Bridge House Marinas, thereby reducing traffic on the Nateby Canal Bridge and Croston Barn Lane. The existing railway line would be converted into a pedestrian/cycle access path with a subway under the A6 linking to Derbyshire Avenue to the east. This would improve links between the site and beyond into Garstang.

9.44 The matter of site layout is not for consideration at this stage and so the details of the road network within the site are not subject to assessment as part of this application. These would be considered by Lancashire County Council as Local Highway Authority at reserved matters stage through the assessment of layout. Suitable parking provision for the development could also be secured at this stage.

9.45 A transport assessment has been submitted and is considered to be based on robust data. The methodology and modelling of traffic growth is suitable. The residential trip rates used are in-line with those used on other applications and the employment trip rates used are acceptable. The consideration of traffic distribution takes the wider network and junctions along the A6 into account. As such, no objection is raised against the information submitted.

9.46 With regard to highway capacity and safety, concerns were initially raised in respect of the previous application ref. 14/00458/OULMAJ. Similar concerns were also raised in respect of two other major-scale applications pending consideration at that time at Joe Lane and Daniel Fold Lane in Catterall (refs. 14/00561/OULMAJ and 14/00681/OULMAJ). In response, Lancashire County Council as the Local Highway Authority developed a scheme of highway improvement works that would extract additional capacity from the road network and therefore adequately mitigate the increase in traffic generated by the scheme. As members will be aware, planning permissions have since been granted at Joe Lane and Daniel Fold Lane but the previous scheme on the application site was refused. Whilst the proposals at Joe Lane and Daniel Fold Lane would take up part of the additional capacity that would be created through the highway improvement works identified by Lancashire County Council, some additional capacity would remain.

9.47 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. Following the refusal of the previous application on this site and 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 may be able to 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. 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).

9.48 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.

9.49 It is acknowledged that local residents have raised concerns in relation to highway safety in relation to the local network, particularly for pedestrians and cyclists. Subject to the necessary highway works identified as part of the six initiatives, it is considered that all of the local junctions that would be affected by the scheme, including those at the signalised junction to the north, the Moss Lane/Longmoor Lane junction and the A6/A586 junction, would operate within capacity. The new roundabout proposed on the A6 would provide an acceptable, suitable and safe means of access to the site and would provide alternative routing options for some motorists using the signalised junction to the north. Whilst it is recognised that roundabouts can present difficulties for cyclists, adequate alternative routing options would be available and so the proposals are considered to be acceptable. It has been confirmed that the roundabout could be designed to provide appropriate visibility splays and the necessary site stopping distances. The two priority junctions proposed on Nateby Crossing Lane are also judged to be acceptable in principle and it is considered that appropriate solutions could be agreed at detailed design stage. Speed limits in the local area will have to be reviewed. Subject to appropriately worded conditions to agree the details of the access points, no unacceptable impacts on local highway capacity or safety are identified.

9.50 The A6 is acknowledged as a clear barrier to movement and sustainability is a key consideration. Measures to improve connectivity between the site and local facilities in Garstang are proposed, principally among which is the proposed pedestrian and cycle underpass beneath the A6. Other highway



improvement works to improve and encourage sustainable travel are proposed as are the development of a Framework Travel Plan and the improvement of public transport facilities. The provision of new and upgraded bus stops would be required and a shuttle bus or other equivalent solution would be required to link the site to Garstang, including the medical centre and primary school on Kepple Lane. To maximise the sustainability of the proposal, it is considered that the underpass and link road must be delivered prior to first occupation, and that the delivery of the retail and commercial uses be phased appropriately as they have the potential to reduce the need to travel. Shared pedestrian and cycle routes would be required through the site and would be agreed as part of layout at reserved matters stage should outline permission be granted. Adequate estate roads and parking provision could also be secured at reserved matters stage.

9.51 It is acknowledged that the development proposed would increase traffic on the local and wider highway network. To mitigate this impact, a range of highway improvement works and initiatives have been identified by Lancashire County Council as the Local Planning Authority. These would be secured as appropriate through S106 and S278 legal agreements. Subject to these measures, it is not considered that the scheme would have an unacceptably impact on highway capacity or safety on either the local or wider network. As set out above, it is considered that the means of access proposed to the site would be acceptable, suitable and safe. Paragraph 32 of the NPPF makes it clear that development proposals should only be refused on transport grounds where the residual cumulative impacts are severe. In light of the above, and subject to the necessary legal agreements and conditions set out below, it is not considered that the scheme would have a severe impact upon the safe operation of the highway network. As such, it is not felt that the application could reasonably be refused on highway grounds.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.52 The site comprises mostly poor, semi-improved grassland with hedgerows and ditch field boundaries and some mature trees. The latter are of some local nature conservation value. The ecological information submitted is considered to be acceptable. The site is adjacent to the Lancaster Canal Biological Heritage Site. It supports amphibians and has the potential to support great crested newts, nesting birds and foraging and commuting bats.

9.53 As the site includes suitable terrestrial habitat for newts, and as a breeding population exists within 500m, a Natural England licence would be required for the works proposed. It must be shown that the development is in over-riding public interest, that there is no satisfactory alternative, and that the derogation that would result would not be detrimental to the maintenance of the species. With regard to the first test, it is acknowledged that the Council cannot demonstrate a 5yr supply of housing land as required by the NPPF and that the development proposed would make a substantial quantitative contribution towards meeting the borough's housing requirement. As such, the scheme is considered to be of over-riding public interest. The applicant has argued that there are no other comparable sites available for development and, even if there were, the borough would still be in a position of housing need. Consequently, there are no satisfactory alternatives. Greater Manchester Ecology Unit has considered the third requirement. It is noted that the habitat lost would be small and sub-optimal; there would be a relatively low risk of direct harm; the majority of hedgerows that offer potential shelter could be retained; new habitat could be created; and tried and tested methods exist for excluding amphibians from development sites. On this basis, it is felt that the third test could be satisfied. In light of the above, it is considered there is no reason to believe at this

stage the application is unlikely to meet the tests for development with regard to great crested newts. A condition should be attached to any permission granted either requiring this licence or requiring confirmation that one is not necessary.

9.54 The hedgerows on site are the most important features for bats. The scheme proposes the retention of most of the hedgerow habitat and further hedgerow could be created. This will ensure the retention of the main habitat. Before any trees are removed, the absence of bats and birds must be confirmed by a suitably qualified ecologist and the trees must be soft-felled. Replacement planting would be required to compensate for the loss of any trees or hedgerows. Replacement planting should also be provided along the railway line. This could be secured as part of the agreement of landscaping at reserved matters stage. There should be no net loss of waterbodies on the site and a condition could be attached to any permission granted to this effect. The ecology and quality of the canal and the watercourses on site must be protected.

9.55 A number of conditions have been recommended for attachment to any permission granted in order to protect the biodiversity of the site during both the construction and operation of the development. Additional conditions are proposed to enhance the biodiversity of the site in accordance with the requirements of the NPPF. Given the nature of the site and subject to the imposition of these conditions, it is considered that the development would not have any unacceptable ecological or arboricultural impacts.

#### FLOOD RISK AND DRAINAGE

9.56 The application site lies within Flood Zone 1 and therefore has a low probability of flooding but areas of the site, particularly to the north-east, are susceptible to surface water flooding. As the site exceeds 1ha in area, a flood risk assessment (FRA) has been submitted. There is no requirement for the applicant to demonstrate accordance with the sequential or exceptions tests with regard to flood risk. The Environment Agency, United Utilities and Lancashire County Council as Lead Local Flood Authority have considered the application and have not raised any objection subject to the imposition of appropriate conditions on any permission granted to require the agreement of foul and surface water drainage strategies. These strategies should be based on sustainable drainage principles and should include measures to prevent pollution of existing watercourses.

#### AIR QUALITY

9.57 The submitted air quality assessment has been considered by the Council's Environmental Protection team and, based on the information provided; it is not considered that air quality would represent a constraint to development. It is requested that conditions be attached to any permission granted to require the provision of electrical vehicle charging points and the agreement of a dust management plan to ensure that dust generation does not compromise air quality or affect residential amenity. As the Council does not have an adopted planning policy relating to electrical vehicle charging points, it is not considered that a condition requiring such provision could reasonably be imposed. A dust action plan has been requested. Subject to this condition, no unacceptable impact on air quality is anticipated.

## LAND CONTAMINATION

9.58 The applicant has submitted a report detailing the findings of an exploratory investigation of the site but has not provided an initial desk-top report for review. The information submitted has been considered by the Council's Environmental Protection team but it is not possible for the exploratory investigation report to be fully assessed in the absence of a desk-top study. In any event, the investigation has revealed a need for additional work to be carried out. On this basis it is recommended that a condition be attached to any permission granted to require the submission of a desk-top study into land contamination and an exploratory investigation report as revealed to be necessary. Some of the work carried out to date would partially satisfy the requirements of any such condition. Subject to the imposition of this condition, it is considered that any potential issues relating to land contamination could be adequately addressed and resolved.

## OTHER ISSUES

9.59 In respect of mineral safeguarding, the site has been investigated and it is understood that the mineral resource on site comprises sand and gravel. Policy M2 of the Minerals and Waste Local Plan for Lancashire is only permissive of development in mineral safeguarding areas where it can be proven that the mineral is no longer of value; has already been extracted; could be extracted prior to development or post development; where extraction would be unfeasible or unsafe; or where there is an over-riding need for the development.

9.60 Lancashire County Council as the Local Minerals and Waste Authority has assessed the application and the information submitted. It is considered that, by virtue of the quantity of over-burden present, the quantity of sand and gravel available, and the depth of the resource, extraction would not be commercially feasible. Furthermore, and as set out above, it is considered that there is an over-riding need for the development proposed. Consequently, the scheme would not conflict with Policy M2 of the Minerals and Waste Local Plan.

9.61 It is noted that over-head power cables crossing the site. Policy CIS5 of the adopted Local Plan prohibits developments that would be regularly occupied under high voltage power lines. The lines crossing the site are supported on wooden frames rather than metal pylons and are at a lower level. They are understood to be for local distribution rather than long-distance transmission. On this basis, Policy CIS5 is not considered to constitute a valid reason for refusal.

## ASSESSMENT OF SUSTAINABILITY AND THE PLANNING BALANCE

9.62 The issues set out above have been considered as part of an assessment of the overall sustainability and planning merits of the development proposed. The different economic, environmental and social dimensions of sustainability have been taken into account as part of this appraisal.

9.63 The land is not safeguarded for employment uses and the loss of agricultural land that would result is not considered to weigh heavily against the proposal. Whilst part of the site forms part of a Minerals Safeguarding Area, the extraction of the mineral resource is not considered to be commercially viable and the need for the development proposed would out-weigh the loss of access to this resource. Some employment land would be developed that would contribute towards economic growth and the support of a strong and competitive economy. This provision would be in accordance with the Council's published evidence relating to

the delivery of sufficient employment land to meet the boroughs needs and so weighs clearly in favour of the scheme. Employment would be created through the construction process and future residents would support local businesses and public services.

9.64 The site is not designated for its landscape or environmental value. It is considered that existing biodiversity could be adequately protected and 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 for the reasons set out above. The quality of water resources could be satisfactorily safeguarded and adequate drainage could be provided. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on air quality as a result of atmospheric pollution are anticipated, and it is felt that adequate safeguards could be achieved against any potential land contamination.

9.65 The proposed development would represent an extension to Garstang. The Wyre Settlement Study of 2016 has produced a ranking of all of the settlements within the borough based on their population, accessibility, facilities, services and employment opportunities. Garstang is ranked fourth and this placement is considered to be a valid indication of the extent to which the settlement is an economically and socially sustainable location for new development. The 1999 Local Plan identified Garstang as the primary main rural settlement and this town is now identified as a key service centre. Garstang is the only key service centre within the A6 corridor. As such, of all the settlements in this area, Garstang in itself is considered to be most able to sustain new development.

9.66 The provision of up to 269 new homes would make a substantial quantitative contribution towards meeting the borough's housing requirement and this weighs heavily 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. Financial contributions towards local education provision would be sought in order to expand Garstang Community Primary School and Garstang Community Academy and thereby meet the additional need for school places generated by the development. It is considered that the heritage assets in the area could be suitably safeguarded and that no unacceptable impacts on those assets or their settings would result from the development.

9.67 A mix of uses is proposed. This would support the development of an integrated, balanced and healthy community by meeting basic needs within the local area and providing opportunities for social interaction. It would also assist in reducing the need to travel and would therefore be inherently sustainable in accordance with paragraph 17 of the NPPF which advocates the promotion of mixed use developments. However, it is recognised that the connectivity and public transport services between the site and the services and facilities in Garstang are currently poor and that pedestrian movement is compromised by the A6. It is acknowledged that residents would generally have to travel for goods, services and employment and would be predominantly dependent on use of the private car. This justifies the need for works to improve both the capacity of the local and strategic highway network and the provision for sustainable travel modes.

9.68 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 both the local and strategic 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 108 two-way traffic impacts. The site is on the edge of Garstang, which is considered to be the most sustainable settlement to support new development within the A6 corridor. It is considered to be the joint second 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, it could be supported to come forward on an unrestricted basis i.e. before junction 2 of the M55 and the PWD Route is committed. Please refer to the introductory report for further detail. It is judged that safe and suitable access to the site could be provided. No unacceptable impacts on the highway network are anticipated. Consequently, the scheme in itself is considered to be socially sustainable.

## **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 and Development Plan and is therefore acceptable. No other material planning considerations have been identified that would outweigh this view and so outline planning permission should be granted.

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 not be subject to a Grampian style condition in relation to Junction 2 of the M55 and the Preston Western Distributor route being committed before this development could come forward.

## **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.

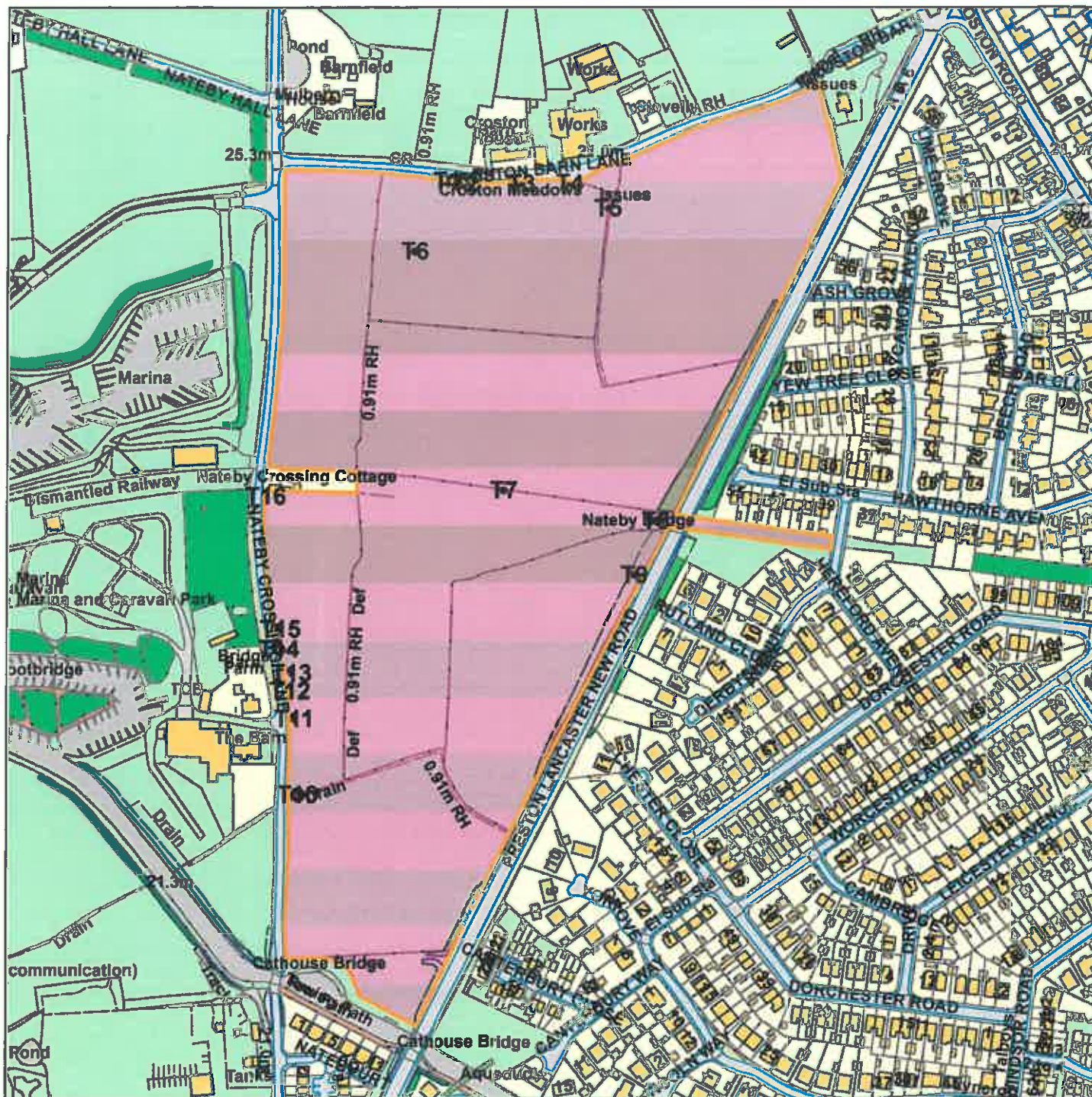
## **12.0 RECOMMENDATION**

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 and sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision 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.

**Recommendation: Permit**

# Planning Committee

16/00241/OULMAJ - Land west of the A6 (Preston/ Lancaster New Road)



Scale : 1:4161

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 2
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report****Date: 22.03.2017****Item Number 03****Application Number 16/00230/OULMAJ****Proposal Outline planning permission seeking to agree means of access for residential development for up to 183 dwellings including provision of 3G sports pitch and associated parking facilities with access taken from the A6 and Gubberford Lane****Location Land East Of Lancaster New Road Cabus Lancashire PR3 1NL****Applicant Cabus Consortium****Correspondence Address c/o Graham Anthony Associates  
FAO Avnish Panchal 2 Croston Villa High Street Garstang PR3  
1EA****Recommendation Refuse****REPORT OF THE HEAD OF PLANNING SERVICES****CASE OFFICER - Miss Susan Parker****1.0 INTRODUCTION**

1.1 The application is before members for determination as 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 8.6 hectares of land to the east of the A6 to the north of the main body of Garstang. The site straddles Green Lane East. It wraps around existing isolated dwellings but is otherwise bound by Gubberford Lane to the north, the A6 to the west and Green Lane East along part of the eastern boundary. The area of the site to the east of Green Lane East is bound by countryside to the north and east with residential properties to the south. A field set behind ribbon

development along the A6 separates the main body of the site from the northern extent of Garstang. Cabus lies to the north and north-west of the site.

2.2 The site is currently in agricultural use and comprises eight fields of different sizes bound by hedgerow. The site falls outside of flood zones 2 and 3 or any Minerals Safeguarding Areas. There are no ponds on the site but the Shrogg's Wood Biological Heritage Site lies along the south-eastern boundary and there are protected trees on the site. The River Wyre runs to the east. To the south-west of the site on Garstang Road is a toll house and gate post that are Listed.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 183 dwellings and the provision of a 3G sports pitch with associated parking facilities with vehicular access taken from the A6 and Gubberford Lane (emergency access point only). Pedestrian access is taken from the A6 and Green Lane East. The matters of layout, scale, appearance and landscaping are reserved for later consideration.

3.2 The application is supported by a:

- Planning design and access statement
- Assessment of need for the sports pitch
- Agricultural land classification report
- Ecological appraisal and follow-up ecological information
- Tree survey
- Acoustic assessment
- Air quality assessment
- Contaminated land desk study report
- Flood risk assessment
- Transport assessment and Highway Technical Note(s)
- Travel plan
- Landscape and visual assessment

### **4.0 RELEVANT PLANNING HISTORY**

4.1 15/00136/PREAPP – pre-application advice sought in relation to this proposal. Concerns were raised over the potential for Cabus to coalesce with Garstang as a result of the development. No highway input was available.

### **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 Conserving and Enhancing the Historic Environment - this section gives guidance to decision-makers and considers designated and non-designated heritage assets.

5.2.3 Flood Risk and coastal change – this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.4 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.

5.2.5 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.

5.2.6 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.7 Open space, sports and recreation facilities, public rights of way and local green space – this section explains how such areas and facilities should be taken into account in planning decision-making.

5.2.8 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.

5.2.9 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.

5.2.10 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

### 5.3 WYRE BOROUGH LOCAL PLAN 1999 (SAVED POLICIES)

5.3.1 The following saved policies are of most relevance:

- 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
- TREC8 - Existing and additional or improved sports and recreational facilities
- CIS6 - 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
- CS9 – Strategy for Garstang and Catterall
- CS13 – Sustainable development
- CS14 – Quality of design
- CS16 – Transport, accessibility and movement
- CS15 – Economy, regeneration and learning
- CS17 – Infrastructure and community facilities
- CS18 – Green infrastructure
- CS19 – Biodiversity and geodiversity
- CS20 – Housing mix
- CS21 – Affordable housing
- CS24 – The countryside
- CS25 – Flood risk and water resources
- CS28 – The historic environment

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies the site as potentially being suitable for mixed use and residential development (site refs. IO\_95 and IO\_96). The mix of uses considered to be potentially appropriate would include small scale retail development, employment floorspace and housing. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.

## 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.

## 5.6 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 THE 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. Garstang is ranked fourth on the list.

5.6.4 WYRE AFFORDABLE HOUSING VIABILITY STUDY OCTOBER (2010) – this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings, although in some areas it would be a lesser percentage.

5.6.5 WYRE PLAYING PITCH STRATEGY (2015) – this study understands the spatial distribution of playing pitch provision in Wyre, including the geographical spread and quality; identifies the demand for pitches in the Borough of Wyre and to predict as best as possible how this will evolve between 2014 and 2024; and sets out an action plan which can guide playing pitch management at a local level.

## **6.0 CONSULTATION RESPONSES**

6.1 CABUS PARISH COUNCIL – applications along the A6 are pre-empting the Local Plan and piecemeal and will change the character of the area. The quantum of housing is unsustainable. There is a lack of infrastructure and services to support the development including schools, medical facilities and public transport. The proposal would be out-of-character in the rural area. The development would impact upon the highway network and upon highway safety. The area is subject to flooding. Access onto the A6 is already difficult and Gubberford Lane is unsuitable. The submitted Transport Assessment is inaccurate. There is no need for the proposed 3G pitch and it would cause congestion and light pollution. Wyre BC is a landowner and cannot be objective in the determination of the application. It should be demonstrated that the field the Council owns cannot be used for a medical centre. There is significant local objection. The response includes copies of email correspondence with Lancashire County Council as Local Highway Authority and copies of local resident comments that raise concerns relating to highway conditions and safety.

6.2 NETHER WYRESDALE PARISH COUNCIL – the application would extend development from the northerly edge of Cabus up to Gubberford Lane and encroach into open countryside. It would not 'round-off' a settlement but would be a significant intrusion. The land includes a ridge and so would be prominent from all points. Given the topography, it would be very difficult to screen the development effectively. Given the number of dwellings suggested, the density can be assumed. It is considered that the development would be obtrusive and relate poorly to the open landscape beyond. Rearward facing development close to the boundary would present an undesirable elevation. Landscaping would be insufficient to screen development. No landscape assessment has been undertaken. It is also considered that the access point onto the A6 would be a concern and that there would be a significant impact on traffic flows. The creation of visibility splays would result in the

loss of vegetation. The urbanisation would have an impact on the visual amenity of what is an existing rural frontage. As such, the Parish Council objects.

### 6.3 SPORT ENGLAND –

6.3.1 Initial response – not a statutory consultee in this instance, however object on the basis that need for the proposed artificial grass pitch (AGP) has not been demonstrated. Occupiers of new development generate demand for sports provision. Existing provision in an area may not be able to accommodate the increased demand. Sport England therefore considers that new development should provide new facilities on site or additional capacity off-site. The level and nature of provision must be informed by a robust evidence base. No evidence has been submitted to show who would use this facility and when, or to demonstrate that it is in the right location. The proposal does not link into the Council's Playing Pitch Strategy. That said, this strategy is based on data more than 3yrs old and would now be considered out-of-date in the context of the NPPF. The applicant should carry out their own assessment of need. AGPs must be fit for purpose and available at appropriate times. Design guidance is available online. There is concern that the proposed AGP would be close to housing and a source of noise. A noise assessment should be provided. Guidance is available online. If the AGP is to be floodlit, a lighting assessment would be required and again guidance is available. If it is not to be floodlit, then it would be unlikely to be available at the times required to meet demand as identified in the Council's Playing Pitch Strategy. Rubber-crumb 3G AGPs are not multi-purpose and are limited to football, rugby training and lacrosse. They are not suitable for rebound sports or hockey. No information has been provided to indicate how the AGP would be managed. The artificial surface would require more maintenance than a natural pitch. AGPs are usually managed and maintained as part of a wider leisure offer in accordance with economies of scale.

6.3.2 Second response – The needs assessment submitted is inadequate. The needs assessment must be based on an analysis of demand and supply within the Garstang area. The applicant has only provided details of who may use the pitch, there is no evidence of the number of teams who would use the facility (demand), current provision in the area and available capacity (supply), and potential hours of availability (supply). Briefing note E5 sets out what must be provided.

6.4 ENVIRONMENT AGENCY – no objection but it is noted that the River Wyre which is adjacent to the site is a Main River. The developer may therefore need an Environmental Permit and should contact the Environment Agency in the first instance. The Agency has right of entry to the river and right to carry out maintenance and improvement works.

### 6.5 HIGHWAYS ENGLAND

6.5.1 The submitted transport assessment (TA) and travel plan (TP) have been considered. The traffic data provided was not gathered during a neutral month and so the effects of traffic variation should be considered. The opening year of 2016 is judged to be unrealistic. No information regarding growth factors has been included. Whilst the peak hours have not been justified, they do appear reasonable. The trip rates used, including those for the sports pitch, are considered to be acceptable. The TA states that there is no committed development to be included and that the schemes that have been approved are some distance to the south. This should be confirmed with the LPA. Trip distribution has been based on census journey to work data and is appropriate. Nearly 30% of traffic is anticipated through M55 J1. Despite some limitations in the information provided, this is judged to be reasonable. It is

forecast that 32 two-way vehicle trips would impact M55 J1 during the AM peak with 36 in the PM peak. Some of these trips will use the local network falling under the jurisdiction of LCC. It is considered that any slip would see a maximum increase of 11 vehicles within the peak hour. This is unlikely to result in a step change in operation. No further assessments are considered necessary.

6.5.2 The submitted TP aims to minimise single occupancy car traffic and address the needs of sustainable transport users. The TP co-ordinator identified should be in post prior to occupation and for at least five years thereafter. Indicative targets relating to modal use are included and are acceptable but improved measures would be needed to achieve them. It should be clarified which measures apply to the whole site and which relate only to the sports pitch. The provision of information in itself may not be sufficient to encourage modal shift and so free vouchers for sustainable travel should be considered. Annual monitoring should be undertaken for five years and thereafter as agreed and this should apply to all of the uses on site. The submitted action plan is considered to be acceptable.

6.5.3 Notwithstanding the comments above, the information and methodology provided are considered to be appropriate. Given the moderate increase in vehicle trips, no objection is raised to this application in isolation. However, it is recognised that a large number of applications are currently being considered by the LPA and that cumulatively they could generate a significant number of trips on the strategic network. HE is working with the Local Highway Authority (LHA) to understand the implications of this. Serious consideration should be given to whether a financial contribution should be made towards improvements at M55 J1. A strategy of improvements is proactively being developed by HE and the LHA. In summary, no objection is raised against this application in isolation subject to the imposition of a condition on any permission granted to require the agreement and implementation of a Travel Plan.

## 6.6 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.6.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.

- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

#### 6.6.2 (A) Main Site Access Strategy

These comments provide an update on the specific application comments on the above development proposal provided to Wyre BC on 22/11.2016.

LCC previously raised a number of concerns in regard to the following:

- (i) Site access layout
- (ii) Clarification of access proposals onto Gubberford Lane; and
- (iii) Access to the field to the south of the site (west of Green Lane East)

LCC met with the developer's representatives on 14.12.2016 to discuss all issues. Following this meeting the developers Transport Consultant (SCP) has provided a significant amount of further information, including:

- a technical note providing further information in relation to the land at Cabus site;
- updated site access proposals; and
- further supporting information regarding access to Green Lane East from the Cabus site

- (i) Site access layout

The site will be served by one vehicular access taken directly from the A6. The latest site access proposals as shown in Drawing SCP/16026/SK01 Rev. A and contained within the Technical Note provided as a response to LCC comments (dated 10/02/2017). This plan addresses many of the issues raised by LCC in regard to the site access and includes the following:

- right turn lane with uncontrolled pedestrian crossing refuge to the north;
- measures to somewhat mitigate the impact of the development/new access on the existing on road cycle lanes;
- appropriate visibility splays (to be secured by condition);
- a further proposed footpath access into the site from the A6, north of the proposed vehicular access; and
- measures for the improvement and relocation of existing PT facilities on the A6 in the vicinity of the site.

- (ii) Clarification of access proposals onto Gubberford Lane - The TA states that an emergency access is proposed to be taken from Gubberford Lane. The Site Constraints Plan at paragraph 2.5 of the Design and Access Statement indicates a secondary point of access to the site (not an emergency access) from Gubberford Lane. The proposal description above also suggests the intention is to obtain approval for a secondary access from Gubberford Lane. To be clear only emergency access at this location would be acceptable and this should be controlled by condition. LCC also have concerns with regard to this emergency access if it is intended for use by pedestrians given there is no footway provision on Gubberford Lane.

(iii) Access to the field to the south of the site (west of Green Lane East) - There are issues that need to be addressed in regard to Green Lane East and existing accesses on this adopted highway, in particular access to the field to the south of the proposed site (the field on the west side of Green Lane East which is not part of the development site) and how access from the proposed site will be controlled. These issues are critical in establishing the overall safe access strategy for all modes and users to the site and surrounding land uses, including impact on existing residents of Green Lane East. SCP have provided a considerable amount of additional information on this issue in particular with information provided in an email passed to LCC on 01.02.2017. This email set out how the applicant considers the proposals are acceptable as they consider a solution to the field access problem exists and can be addressed by any of two options, these being either:

(a) the original proposal which was via the proposed new site access road and then south onto Green Lane East; or

(b) access to the field would be taken directly from the south via Green Lane East by moving the existing bollards (on Green Lane East) to the north of the northern turning head, located at the field access.

LCC consider that if the first option is to be acceptable and the access to the non-development site field (on the south of the application site and west of Green Lane East) is to be taken through the proposed residential development, then would expect to see measures incorporated into the proposal to ensure the section of Green Lane East and any future adopted highway on the access road can be maintained to a suitable and safe standard at all times. This will have implications for the current layout as shown and may impact on the position of properties 128 and 129 on the Proposed Site Plan. Consideration / amendment of the prohibition of motorised vehicles would also be necessary.

The applicant has indicated that the latest proposal is for access to the field to be taken as described in (b) above. In summary the applicant is of the opinion that the existing gate north of the southern turning head is currently used by the farmer (albeit there are no dropped kerbs) and has provided anecdotal evidence to this effect. The applicant therefore considers an existing use is established for agricultural traffic to this field (development site field) from the south, via Green Lane East. The applicant goes on to argue that should the application be approved then the use of this access by agricultural traffic would cease, as a residential development would fundamentally and permanently alter the land use. Moving the current bollards on Green Lane East to the north (to beyond the northern turning head) and amending the current restrictions to vehicular access, would maintain access from the non-development site field (the southwest field) to the adopted highway. The route to and from this field, from this access, would be via Green Lane East to / from the south, rather than the north as per current arrangements. The applicant considers the 'southwest field' is smaller in area than the 'development site field' on the east site. The developer also points out that the 'southwest field' has another, more amenable access to the A6. The applicant therefore concludes that it is reasonable to assume that the level of agricultural traffic travelling along Green Lane East would decrease, thus having no impact upon residents of Green Lane East.

LCC highways have no serious highway concerns in regard to the latest proposals for the access to the southwest field to be taken via option (b). However, it is clear that this option has the potential to result in an impact on amenity for residents of Green Lane East south of the field.



The only evidence presented to LCC in regard to the existing use of the 'development site field' access is anecdotal and as such there is a potential for the latest proposal from the applicant, option (b), to have a negative impact upon amenity to the existing residents on Green Lane East (to the south). Given this, LCC consider there is a case for Wyre to consider whether further consultation is required. In addition if option (b) is to be taken forward there is a need to address what should happen to the redundant southern turning head.

If either option (a) or (b) are taken forward there will be a need for a clear approach to be agreed in regard to appropriate amendment to / or new prohibition of vehicular traffic orders on effected sections of Green Lane East. (i.e. a strategy to address the future use of sections of Green Lane East which no longer require vehicular access i.e. use of 'Prohibition of Vehicular Access' order or whether to address the issue under section 212 of the Town and Country Planning Act 1971 which sets out the procedures necessary when considering whether a highway can be converted into footway or bridleway. If either option are taken forward, consider that lighting will be required on the section of Green Lane East serving pedestrian/cycle movements that runs between the two parcels of the proposed residential development.

6.6.3 (B) Transport Assessment - A Transport Assessment (TA) dated February 2016 by SCP Transportation Planning has been submitted in support of this outline application for 183 dwellings and construction of a 3G sports Pitch. Given the scale of the development and the recent development history in the A6 corridor a full TA was expected. The original TA concentrated on the local impact of the development only and did not fully take into account the effects of the development on the wider highway network. The applicant has sought to address this through the provision of further Technical Notes. LCC previously raised a number of concerns in regard to the TA in our letter of 22.11.2016 and reference should be made to this, these being:

- Omissions in regard to Committed Development;
- No Cumulative Assessment;
- Errors in the traffic figures;
- Traffic Growth and Assessment Years;
- Accident Analysis;
- Off-site Highway Works Considered;
- Junction Operational Assessment;
- Pedestrian/Cycling Considerations; and
- Public Transport Considerations.

A number of the issues previously raised by LCC have been addressed by the developers Transport Consultant (SCP) in providing further information within technical notes, updated site access proposals and/or further supporting information regarding other access issues.

Update to the comments above – While SCP have provided further traffic information and assessment which has been welcomed, no cumulative impact has been undertaken by this developer. However, 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.

6.6.4 (C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - acknowledge the outline nature of this application but must point out that LCC Highways has a number of concerns with the layout as shown. There are a number of areas that would not be considered acceptable if offered for adoption at a Reserve Matters stage based on the indicative masterplan.

6.6.5 (D) S278 Works - The latest main site access layout is agreed. The s278 works proposed are shown in plan SCP/16026/SK01 (Rev. A). LCC Highways would expect a Stage 1 RSA to be provided as part of the access proposal for a development of this scale onto a busy principle road. This has not been provided.

6.6.6 (E) Planning Obligations (s106 Planning Contributions) - Despite acknowledging LCC has indicated previous concerns and has previously set out a strategy that would need to be followed to allow support for a level of further development in the A6 corridor, there was no mitigation (except for the site access and a potential scheme at A6/A586 junction) identified by the applicant within the TA and/or subsequent Technical Notes. LCC consider it is appropriate to seek planning obligation contributions from this development and all other emerging major developments 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 and the resulting cumulative residual impact of development on the existing, at times, congested network. This approach would support the wider strategy of 'Initiatives' identified. A considered and co-ordinated request for s106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

Also,

- Request from PROW team for £24,850 to upgrade footpath 23.

6.6.7 (F) Recommendation - LCC highways have no serious highway concerns in regard to latest proposals for the access to the southwest field to be taken via option (b) that showed access to the field would be taken directly from the south via Green Lane East by moving the existing bollards to the north of the northern turning head (at the 'southwest field' access). However, it is clear that this option has the potential to result in an impact on amenity for residents of Green Lane East south of the field which Wyre BC will need to consider. Notwithstanding this, 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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 58 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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 (FLOOD) – no objection subject to the imposition of conditions requiring the agreement of a surface water drainage scheme; lifetime management and maintenance plan; and construction water management plan. Surface water should be managed in a sustainable manner to mimic natural flows and reduce flood risk. Best practice should be followed, discharge should be limited to greenfield rates wherever practicable, infiltration should be priorities and water should be managed as close to the surface as possible. A geo-technical survey is required to determine if infiltration would be feasible. Drainage schemes should work with natural topography, allow for exceedance and consider flow-balancing. Development should not result in deterioration in the quality of a water body and pollution control measures may be required. Permeable driveways should not be included in drainage calculations and permeable highway must be agreed with the highway authority. Two advice notes relating to Land Drainage Consent, works to a watercourse and connection to highway drainage systems are recommended.

6.8 LANCASHIRE COUNTY COUNCIL (EDUCATION) – the development would generate a requirement for 70 primary school places and 0 secondary school places. At current rates the necessary financial contributions to cover these requirements would be £943,217.10. LCC intend to use the contributions towards Garstang Community Primary School. These figures would have to be revisited if accurate bedroom information becomes available and depending on the decision of a number of planning applications that are pending decision.

6.9 GREATER MANCHESTER ECOLOGY UNIT (GMEU)

6.9.1 Initial response - the ecological information is sufficient to determine that the site is of low ecological value. The hedgerows and mature trees are features of interest. The indicative plans show the retention of hedgerows and a thin buffer strip adjacent to Shroggs Wood but this is not considered to be adequate mitigation for the proposed loss of habitat in this area. Bats are the only protected species likely to use the site. At least three trees would require further survey if proposed for removal. There is a risk from lighting, particularly on hedgerows from floodlighting around the proposed 3G pitch. It is unknown how important the hedgerows on site are and how they would be affected by light and so either protection through condition or further information is required. It is suggested that most of the mature trees and hedgerows would be retained and so an appropriate condition is recommended to secure this. A lighting strategy should be agreed through condition to prevent undue impact. Other protected species can be safeguarded through the use of appropriate advice notes as can rabbits. In order to protect nesting birds no vegetation should be cleared between March and August unless nesting birds have been found to be absent. No invasive species were recorded. There is a risk of incidental damage to Shroggs Wood or the River Wyre during development. A construction method statement should be required through condition to avoid harm. A Water Framework Directive assessment would be required if surface water were to be discharged into the river. The development would result in a loss of habitat and biodiversity, mitigation is therefore required and the DEFRA biodiversity off-set matrices would require around 1ha of high value mitigation to be provided on or off site. The loss of hedgerows and trees should be mitigated on a like-for-like basis. The indicative plan suggests that some 0.1ha of mitigation would be provided which is not considered to be sufficient. A wider buffer along Shroggs Wood is recommended along with works to the wood

and around the River Wyre if possible. Additional mitigation could also be provided around the proposed sports pitch. Once this is demonstrated as feasible the detail could be conditioned.

6.9.2 Second response – the applicant has responded to the issues initially raised. The majority of issues can be addressed through condition or at reserved matters stage. However, there is still insufficient detail to demonstrate that there would be no net loss of biodiversity. The applicant accepts that lighting would have to be restricted to avoid ecological impact. Details of the lighting can therefore be dealt with through condition or at reserved matters stage. A 5m buffer is now proposed around Shroggs Wood BHS and this should be conditioned. Subject to the agreement of a suitable drainage scheme, it is considered that the net impact on the River Wyre would be neutral at worst. As such, this could be dealt with through a Water Framework Directive Assessment. The on-site mitigation proposed, whilst improved, is still considered to be insufficient. Off-site improvements within Shroggs Wood BHS and along the River Wyre would be preferable. If this is not possible, the buffer should be widened and additional buffers should be created around retained hedgerows. The applicant should provide further information as to the options available.

6.9.3 Third response – additional information has been submitted in respect of the consultee comments provided. The existing value of the site is broadly agreed but the evaluation of new habitats is not totally accepted. However, good garden habitat design could minimise the potential for a net loss of biodiversity. Gardens can offer better habitat for wildlife than improved grassland but it is not considered that the gardens could be secured as 'good status' habitat. Losses can be off-set but the developer should have full control of off-set habitat which would not be the case in this instance. Consequently, it is imperative that new home owners begin with high value garden habitat including native trees and shrubs, wildlife attracting ornamental species and wildlife features such as bird/bat boxes and garden ponds. Hedgerows should also be provided rather than fencing to divide garden plots. This should be secured through condition.

6.10 LANCASHIRE ARCHAEOLOGICAL ADVISORY SERVICE – the site occupies a considerable area between the historic line of the Garstang-Lancaster Road and the River Wyre. The site is crossed by the projected line of a major Roman Road. Unfortunately the precise line of the road in the vicinity of the application site is unknown. A cobbled road, believed to be Roman was discovered at Clay Lane Head a little to the north and a gatepost at the nearby listed Toll Bar has been suggested to be a re-used Roman milestone. There is no local evidence of a roadside settlement but a similar site close to Lancaster University to the north preserved the remains of a native farmstead of 2nd or 3rd century origin. This contained virtually no pottery or coins and was only detected through trial excavation. The application site appears to have significant potential for the remains of the Roman road and slight potential for a settlement. Neither would preclude development but investigation is warranted and anything discovered must be recorded. Consequently, a programme or archaeological investigation and recording should be agreed and carried out. An appropriate condition is suggested.

6.11 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – no objection in principle but clarification of surface water drainage proposals is required. The submitted FRA states that surface water would discharge to a soakaway or watercourse but details are required. Surface water should not discharge to the public sewer. Percolation tests are required to demonstrate the suitability of a

soakaway. On-site attenuation should be provided to limit discharge to greenfield rate or better. The site is in flood zone 1 and so is at low risk of flooding.

6.12 WBC HEAD OF HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE, ODOUR AND DUST) – as this is an outline application, there is insufficient information available with regard to layout for noise mitigation to be assessed in detail. A noise assessment would be required at the point where layout is agreed. This shall include consideration of noise from the A6 and the proposed sports pitch. It is noted that the submitted noise assessment uses traffic noise measurements from elsewhere on the A6; this is not considered to be acceptable. The revised noise assessment should include readings taken at the application site. The noise assessment must demonstrate how specific noise standards (provided) would be met at each property. The artificial lighting to be used around the proposed sports pitch must be designed to as not to be intrusive to nearby sensitive premises and an Artificial Lighting Assessment must be agreed before first use. This must demonstrate compliance with the standards set out in the Institute of Lighting Professionals guidance notes. A Construction Management Plan should be agreed and secured through condition. This should address the potential for noise, vibration, dust and lighting during construction.

6.13 WBC HEAD OF HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – the standard condition requiring the submission of a desk-top study should be attached to any permission granted along with the associated advice notes. The study submitted has been largely based on a Groundsure report. Wider consultation is preferable. The annexes of the report are not available and should be provided. The site walkover is welcomed but, in the absence of appendices, neither this nor the historical data can be assessed. The Groundsure report concludes that there are no pollution incidents to controlled waters but this does not include recent year data. As no sources have been identified, no conceptual site model (CSM) has been included. This conclusion is not agreed. It is unknown if the former nursery/polytunnels on the site included heating or fuel storage which may give potential for hydrocarbon contamination. The poultry sheds may have included asbestos. The report reaches a conclusion with regard to SPOSH which is a Part 2A concept that should not be confused with the planning context. A site not meeting the part 2A definition of contamination is not necessarily safe and suitable for use. Consideration should be given to adjacent site users as receptors and pathways such as the ingestion of contaminated fruit and vegetables should be considered. A CSM should be provided or further justification as to why one is not needed should be submitted. The responsibility for the safe development of the site rests with the developer.

6.14 WBC HEAD OF HEAD OF HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) – the report concludes that the development would not breach air quality objectives in the area. This is accepted when the application is considered in isolation. Cumulative impact should be considered. There is an acknowledgement that the scheme would not have a significant adverse impact in future years. The report identifies mitigation that would reduce future cumulative impact including electrical vehicle charging points and a travel plan. It is also proposed that monitoring be carried out. Based on this recommendation and the provisions of paragraph 35 of the NPPF, it is recommended that conditions be attached to any permission granted to require a travel plan, electrical charging points along with a management scheme. The authority should also accept the funding offered.

6.15 SERVICE DIRECTOR – PEOPLE AND PLACES (PARKS AND OPEN SPACES) – initially raised no specific issues over access from the A6 but concerns relating to access from Gubberford Lane. Additional details are required to show traffic management/joint user provision and any enhancements proposed on Green Lane East. A need for the 3G pitch must be demonstrated along with details of management and maintenance responsibilities for it and the associated parking. Details are needed as to whether it would be enclosed at the top to prevent ball loss, if it would be floodlit and on what basis it would be made available for use. It must be clarified if the pitch is proposed in lieu of public open space and, if this is the case, what provision would be made for passive recreation for those residents who would not make use of the pitch. Further to the need assessment submitted, it is noted that the Council's 2015 Playing Pitch Strategy identified a need for an all-weather sports pitch within Garstang and noted that potential existed for provision at Garstang Academy in Bowgreave. It is accepted that there is need for an artificial grass pitch in the area, however, it must be considered if this site is the best location for that provision. Following the submission of a needs assessment the interest by local schools and teams was noted. However, as planning permission exists for an AGP at Garstang Academy, it is suggested that further assessment is undertaken in the event that this is delivered. General open space may be required and a contribution towards off-site play may be appropriate.

6.16 SERVICE DIRECTOR – PEOPLE AND PLACES (TREES) – it is suggested that some of the hedgerows would have to be removed to provide access and for the internal road layout. The hedgerows appear on an 1845 map and so clarification of the importance of the hedgerows is required in accordance with the Hedgerow Regulations in order to ensure suitable mitigation measures are put in place. The majority of trees would be retained except T16 which is of moderate value. New tree/shrub planting is proposed and this is welcomed. A full tree survey is required including an Arboricultural Implications Assessment, a Tree Protection Plan and, if any construction would encroach on the root protection areas of trees, a method statement to detail a methodology to ensure adequate root protection.

## **7.0 REPRESENTATIONS**

7.1 One hundred and thirty representations have been received raising the following issues:

### **PRINCIPLE**

- There is no Local Plan in place so the Council cannot know what housing is needed
- The system is corrupt and an investigation should be carried out into the granting of permissions in the absence of a plan
- The site is not allocated for development in the Local Plan
- The development would be premature
- The development would set an undesirable precedent
- There should be a plan for Garstang
- Too much development has taken place around Garstang
- Unsustainable location
- Impact on the character of the area
- Development would result in Garstang and Cabus coalescing
- The development would be excessive in scale, too high-density and not in-keeping with the area
- Cumulative impact with other development

- Inadequate infrastructure to serve the development (schools, medical facilities, police)
- There are no local facilities
- No need for the football facility, it is in the wrong place and should be located close to a sports centre
- No need for additional houses (there are sufficient empty properties)
- The houses would not be affordable
- Need a greater housing mix
- There are no employment opportunities nearby meaning that residents would have to travel for work. Houses should be located close to employment areas
- Development should be on brownfield land
- Loss of green space
- Loss of agricultural land
- Impact on the green belt
- Local residents do not want the development and the development does not care about existing residents
- Economic impact of increased traffic and greater journey times
- The properties will be family homes which will mean there are more children in the area leading to increased traffic and pressure on schools
- The area would become a dormitory town
- Increased pressure on emergency services
- Education provision for 16-18yr olds is needed

#### AMENITY

- Increased noise, especially from the football pitch
- Increased light pollution, especially from the football pitch
- Loss of privacy
- Reduction in quality of life
- Impact on community spirit
- Loss of amenity

#### VISUAL

- Impact on view
- Visual impact on surrounding area
- Impact on heritage
- The development would lack character
- As the site is elevated the development would be very visible

#### HIGHWAYS

- Impact on highway safety, particularly for pedestrians and cyclists
- Visibility would be inadequate
- Increased traffic and congestion
- Increased reliance on private car use
- Existing traffic speeds are high
- Access is already difficult
- Impact on the existing footpath and cycle path
- The site is inaccessible with poor public transport connections
- Pavements are inadequate
- The access would be unsafe, particularly onto Gubberford Lane, no access should be allowed onto Green Lane
- Access for emergency services vehicles would be compromised
- Green Lane would be used as a 'rat-run'

- Impact on Garstang parking
- Local roads are inadequate and in poor condition
- Lack of capacity on the A6
- Green Lane East should not be open for cars
- Cobbles provide a poor surface for cyclists
- There is no train station in the area
- The A6 has a poor accident record
- Gubberford Lane is not wide enough for vehicular traffic

#### DRAINAGE

- Existing drainage and sewerage cannot cope
- Increased flood risk
- Properties may not be able to be insured because of the flood risk
- The submitted flood risk assessment is inadequate and unreliable

#### ENVIRONMENT

- Increased air pollution from cars
- Impact on wildlife, habitats, trees and hedgerows
- Impact on the Biological Heritage Site
- Development needs to be designed to take account of climate change

#### OTHER

- The development would attract teenagers
- Impact on house prices
- Impact on mental health
- There are omissions and inaccuracies in the application
- Inadequate publicity and notification
- The transport assessment is inaccurate and unreliable
- Land should be used as a hospital
- Wyre Borough Council owns part of the site and so should not determine the application
- Gas and telecoms provision needs to be in place
- Increase in crime and anti-social behaviour
- No leisure opportunities for youths leading to anti-social behaviour
- Impact on tourism
- Rubber crumb surfaces cause cancer and are especially dangerous for goalkeeper
- Houses are only being approved for new homes bonus
- Lack of democracy in the decision making process
- Other applications have been refused on the basis of the impact upon the countryside

7.2 Two of the representations were positive and welcomed the proposed sports pitch to be a much needed community facility that would serve young people. A letter has also been received from Garstang Football Club expressing support for the proposal.

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) which 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.

7.5 A letter of objection has been received from Ben Wallace MP with respect to loss of greenfield land and its amenity value to the local area together with increase in vehicles on the local highway network.

## **8.0 CONTACT WITH APPLICANT/AGENT**

8.1 Dialogue has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle
- Development of the land
- Settlement merger
- Housing land supply
- Impact on the countryside
- Loss of agricultural land
- Acceptability of the land uses proposed
- Housing density and mix
- Amenity impact
- Landscape and visual impact
- Heritage impact
- Access, parking and highway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Affordable housing, infrastructure provision and obligations
- Sustainability and planning balance

### **PRINCIPLE**

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, which is the principle component of the proposed scheme, 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 Garstang fourth in the rank of borough settlements and first 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 a valid indication of sustainability.

#### Settlement merger

9.3 Notwithstanding the housing land shortfall within the borough, the NPPF at paragraph 17 also requires development to take account of the different roles and characters of different areas. Paragraph 52 does note that housing delivery may best be delivered through large-scale development, such as an extension to an existing village, but paragraph 53 goes on to suggest that this may then require the establishment of new Green Belt land. This indicates that the coalescence of individual settlements should not be seen as an acceptable way to secure new housing provision. Sections 6 and 7 emphasise the need for development to respond positively to different local identities and to support healthy and inclusive communities. Whilst the site does not fall within the Green Belt, it is pertinent to note that the government considers one of the five purposes of Green Belt to be the prevention of settlement merger, again suggesting that this is an unacceptable concept.

9.4 The application site lies to the north of the main body of Garstang. A field separates the site from the existing houses fronting Norton Road. Aside from some limited frontage development along the A6, the application site presents a clear physical and visual green gap between the northern-most extent of Garstang and the residential properties on Gubberford Lane. The sporadic nature of existing development along the sites A6 frontage allows for views through towards the River Wyre and the Trough of Bowland beyond and this enhances the sense of separation. Through the development of the emerging Local Plan, local residents have indicated strong identification with Cabus as a separate and defined settlement stretching between Snapewood Lane to the north-west and Gubberford Lane to the south. The settlement is considered to be distinct from Garstang and this has been acknowledged through the development of the emerging Local Plan. To over-ride the character and identity of Cabus as an independent settlement, by physically linking it through development to Garstang, would be contrary to the aims and objectives of the NPPF relating to sense of place and community cohesion. As set out above, it would also be contrary to the government's suggestion of what constitutes good strategic planning.

9.5 The loss of this green gap and the associated impact on sense of place, local identity and visual amenity is considered to weigh very substantially against the proposal.

#### HOUSING LAND SUPPLY

9.6 With regard to housing need, the requirement for the borough was originally identified in the adopted Local Plan and 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 Authority 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.

9.7 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. The current application seeks outline planning permission for the development of up to 183 new homes on the site. This would represent a substantial quantitative contribution towards meeting the boroughs housing requirement that weighs strongly in favour of the application.

9.8 Whilst it could not reasonably be argued that the development proposed would be premature and would compromise the delivery of the emerging Local Plan as a whole, it should be noted that Cabus is not envisaged as a focus for growth and new housing delivery.

#### IMPACT ON THE COUNTRYSIDE

9.9 Notwithstanding the position with regard to housing need and any potential for settlement merger, 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.

9.10 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met and sustainable economic growth to be delivered in line with the requirements of the NPPF. It is therefore inevitable that the character of the wider 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 potentially being suitable for future mixed use and residential development.

9.11 The application site is bounded by the A6 to the west and Gubberford Lane to the north. The main body of Garstang lies some 70m to the south. The eastern boundary is defined in part by Green Lane East and in part by Shrogg Wood. Garstang is a substantial rural town but is nevertheless surrounded by expanses of open countryside on all sides. Were development to be permitted on the site, it would be viewed as an extension to the existing settlement on the approach from the south and against the backdrop of the town on the approach from the north. It is recognised that views through from west to east would be affected but, again, this must be considered against the wider context of development along this stretch of the A6. Notwithstanding the issue of potential settlement merger, Garstang and Cabus would therefore remain as a clearly defined and identified settlement set within open

countryside. As such, no unacceptable impact on the character and function of the wider countryside is identified. However, it is acknowledged that the proposal would undoubtedly change the character of the immediate area with a localised countryside impact. This would weigh against the proposal and will be considered as part of the assessment of visual impact below.

## LOSS OF AGRICULTURAL LAND

9.12 The application site falls within Agricultural Classification Grade 3a. 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 previously developed land. 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 8.6ha 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 as Grade 3a land 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.

## ACCEPTABILITY OF THE PROPOSED LAND USES

9.13 Whilst the layout of the site is not a matter for consideration at this stage, the acceptability of the two land uses proposed must be assessed. The application site falls within designated Countryside but is otherwise unallocated on the Proposals Map to the adopted Local Plan. As such, it is not safeguarded for a particular use. The site is bounded by existing residential properties to the north and a short distance away to the south. The site is otherwise surrounded by open countryside. As such, residential development is considered to be an appropriate land use in principle.

9.14 An artificial grass pitch has also been proposed as part of the scheme. Sport England has objected to this aspect on the scheme on the basis that the applicant has not adequately demonstrated a need for the facility. Members are respectfully advised that Sport England are not a statutory consultee in respect of this application as the proposal does not fall within any of the categories set out within the Town and Country Planning (Development Management Procedure) Order 2015 which governs consultation requirements. It is noted, however, that the Council's Parks and Open Space Officer has also raised a number of concerns and queries. The Council's 2015 playing pitch strategy identified a need for an artificial grass pitch within the Garstang area and indicated potential for such provision at Garstang Academy in Bowgreave. On the basis of this study it is accepted that there is a general need for the facility proposed in the area. It has been questioned if the provision of an artificial sports pitch would be appropriate within a residential area, given the potential for light spill from any future floodlighting and for balls to leave the pitch area and cause nuisance. Whilst these concerns are acknowledged, it is not unusual to find recreational facilities located within established urban areas and this juxtaposition helps to create a sense of place and community whilst reducing need to

travel. On this basis, the provision of an artificial grass pitch is considered to be acceptable in principle.

9.15 Whilst there is a general need in the Garstang area for an artificial pitch, there is no suggestion within the Council's strategy that it should be located on the application site. Officers are aware that planning permission has been granted for an artificial grass pitch at Garstang Community Academy. It is understood that this would meet the needs of the school but also be made available for community use. Should this permission be implemented by the time of a reserved matters application, the justification for an artificial pitch on the site would be much reduced. It is not considered that the provision of a sports facility, which would meet an acknowledged need but only serve a section of the community and unlikely to be freely available at all times, would justify there being no general public open space provision on the site. This is discussed in further detail in paragraph 9.18 below.

#### HOUSING DENSITY AND MIX

9.16 The application is for outline planning permission only with the details of layout of the site to be considered at a later date as a reserved matter. The submitted Design and Access Statement includes a proposed site plan but this is labelled as being indicative and has not been formally submitted as part of the application. The site area is stated to be 8.6h and up to 183 units are proposed. This would equate to a gross housing density of 21.3 dwellings per hectare. Although the site is on the edge of Garstang, it is noted that the housing immediately to the south is relatively modern and very much suburban in character. Likewise the properties along the northern side of Gubberford Lane are more suburban than rural in their spacing. On this basis, a gross housing density of 21.3 dwellings per hectare on the site would be acceptable.

9.17 Whilst not a matter for agreement at this stage, it is envisaged that a mix of 2, 3 and 4-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

9.18 The application seeks to agree the principle of development with layout reserved for later consideration. There is existing housing to the north and south of the site and so residential development would be a compatible land use in terms of amenity impact. It is not considered uncommon or unreasonable for community leisure facilities to be located within residential areas but a full assessment of the relationship between this facility and the properties would need to be made at reserved matters stage when further details are available. The Council's Environmental Protection team has considered the proposal with regard to noise. As layout is not a matter for consideration, it is not possible for the potential impact on future residents arising from traffic noise on the A6 or noise generated by the proposed pitch to be fully assessed. However, it is considered that the imposition of restrictive conditions on any permission granted to require the submission of a detailed noise assessment and agreement of any necessary mitigation measures would be sufficient to adequately safeguard residential amenity. Similarly it is considered that potential nuisance from light spillage could be effectively avoided through the imposition of a condition requiring the agreement of a lighting scheme. An acceptable layout could be secured at reserved matters stage to ensure that the Council's minimum adopted separation standards are achieved in order to safeguard levels of daylight and privacy for both existing and future residents. On this basis and

subject to the imposition of appropriate conditions and the agreement of a suitable site layout at reserved matters stage, no unacceptable amenity impacts are anticipated. With regard to the issue raised by County Highways about the impact of relocating the bollards on Green Lane East to facilitate access for farm traffic to an adjoining field to the south of the application site, given the scale and frequency of the vehicle traffic involved along this short section, it is not considered that any impacts on the amenity of properties to the south would be so material to warrant additional consultation or to raise undue concern.

## LANDSCAPE AND VISUAL IMPACT

9.19 The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently undulating landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15e: Coastal Plain: Forton-Garstang-Catterall. It is also close to area 5i: Undulating Lowland Farmland. The area can be defined as a gently undulating, farmed landscape dominated by improved pasture and scattered with historic halls, farms and woodland. Urban development has eroded the rural character of the landscape. The application site is not nationally, regionally or locally designated but it is recognised that the existing vegetation and mature trees on the edges of the site make a strong, positive contribution to the setting and visual amenity of the area, as do the views through the site to the Trough of Bowland beyond.

9.20 The applicant has submitted a Landscape and Visual Appraisal (LVA) in support of the application. In terms of physical coalescence, the LVA considers the development would merge Cabus and Cabus South rather than Cabus and Garstang. Furthermore it suggests that physical coalescence has already occurred due to ribbon development along the A6. An analysis of seven viewpoints considers that from key views the development would not cause the potential for visual coalescence. It is considered that the development would not compromise the character of the area due to the heavy influence of existing urban development on the site and the undulating topography and wooded areas in the landscape. Finally the LVA suggests there would be a limited number of receptors who would experience adverse changes in their view; and when viewed from a sensitive receptor from the summit of Nicky Nook in the Forest of Bowland AONB a change in the view would be a small component and relate visually to the Garstang urban development.

9.21 Urban Vision, using their landscape expertise, has been instructed by Wyre BC to undertake a review of this LVA. They do not concur with its conclusions. The fact that development has occurred in the south of the parish of Cabus, synonymous with the northern extension of Garstang, is not in their view, justification for implying that coalescence has already occurred. In their view the area described in the report as the Gubberford Lane/Snapewood Lane cluster is separate from the former by open countryside. Although they accept that there is an element of ribbon development on the east of the A6 Lancaster Road, this is not continuous and views are afforded between properties as well as across existing fields to the higher ground beyond. The conclusions for physical and visual coalescence in the LVA are in their view not substantiated and it would have benefited the report if the assessment of landscape and visual effects had been carried out more thoroughly to inform this aspect of the report. The LVA submitted is judged to fall short of what is required and does not provide a systematic and transparent assessment of the landscape and visual effects. Furthermore, in terms of discussing and assessing the issue of

coalescence, Urban Vision also find the report lacking in detail and the assessment not adequately justified.

9.22 Visually the development would impact on surrounding residential properties, roads and nearby public vantage points. It is recognised that the site is on the fringe of the urban area. The site would potentially be visible from the Trough of Bowland AONB but would again be viewed from that distance as an extension to the urban mass of Garstang. Nevertheless, it is acknowledged that the visual impact could be wide ranging and significant in scale, particularly at sensitive receptors and for those closest to the site. This would weigh notably against the proposal.

#### ACCESS, PARKING AND HIGHWAY SAFETY

9.23 The site is proposed to be accessed off the A6 as shown in Drawing SCP/16026/SK01 Rev. A. LCC advises this plan addresses many of the issues raised by them in regard to the site access and includes the following: right turn lane with uncontrolled pedestrian crossing refuge to the north; measures to mitigate the impact of the development / new access on the existing on road cycle lanes;

- appropriate visibility splays (to be secured by condition); and measures for the improvement and relocation of existing PT facilities on the A6 in the vicinity of the site. A further proposed footpath access into the site from the A6, north of the proposed vehicular access, is also shown and is welcomed by LCC. LCC do not support a secondary point of access to the site from Gubberford Lane. Only emergency access at this location would be acceptable to them. This is now shown on a revised site plan submitted. LCC have stated this emergency access should not be available for use by pedestrians given there is no footway provision on Gubberford Lane. Details of this emergency access can be controlled by condition.

9.24 There is an existing field to the south of the site (west of Green Lane East) whose access would be affected by the development. The preferred option by the applicant, which is agreed with LCC, is for access to the field to be taken directly from the south via Green Lane East by moving the existing bollards (on Green Lane East) to the north of the northern turning head, located at the field access. LCC advise moving the current bollards on Green Lane East to the north (to beyond the northern turning head) and amending the current restrictions to vehicular access, would maintain access from this field to the adopted highway. The route to and from this field would be via Green Lane East to / from the south, rather than the north as per current arrangements. LCC have no serious highway concerns in regard to this proposal. Impact on amenity for residents of Green Lane East south of the field is addressed earlier in this report. There is a need to address what should happen to the redundant southern turning head; and for a clear approach to be agreed in regard to appropriate amendment to / or new prohibition of vehicular traffic orders on effected sections of Green Lane East. This could be dealt with by condition / separate highways agreement. A revised site plan also indicates bollards positioned further north on Green Lane East at the start of where the development site severs this lane, in order to create a defined section for pedestrians and cycles only. LCC advise that lighting will be required along this defined pedestrian / cycle section of Green Lane East. This can be secured by condition / s78 works.

9.25 A Transport Assessment and various Technical Notes have been submitted. Together with further work undertaken by 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 58 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 may be able to 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. LCC confirm that there is further limited capacity within the corridor that can support the application proposal but where resolution 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.

9.26 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. S278 works would be required as shown in plan SCP/16026/SK01 (Rev. A) which includes potential relocation of bus shelter on the southbound carriageway of the A6 and new pedestrian crossing point on the A6. These could be secured by condition. In addition LCC Highways would expect a Stage 1 RSA to be provided as part of the access proposal for a development of this scale onto a busy principle road. This has not been provided and so would also need to form part of a condition.

9.27 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 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. 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.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.28 The application has been considered by the Greater Manchester Ecology Unit (GMEU) and the information submitted is judged to be acceptable. The site is accepted to be of low ecological value although the hedgerows and trees are recognised as being of local interest. Nevertheless, some loss of habitat and biodiversity would result and this should be mitigated. Initially it was suggested that enhancement of Shroggs Wood and the area around the River Wyre to the east would be the most preferable form of mitigation, but it was subsequently acknowledged that the applicant does not have control over this area. A more substantial buffer zone around Shroggs Wood was then suggested as the next best option but this was opposed by the applicant. Information has been provided on both sides and there has been significant discussion between GMEU and the ecological consultants acting on behalf of the applicant. GMEU acknowledge that the existing site is of low value and have confirmed that, subject to certain mitigation measures, they would not recommend that the proposal be resisted on ecological grounds alone. These mitigation measures include the provision of native trees and shrubs within garden areas, the use of hedgerows rather than fences to divide plots, and the provision of other biodiversity enhancing features such as bat and bird boxes and ponds. They do, however, maintain that the anticipated loss of biodiversity would weigh against the proposal and would therefore bolster any decision to refuse planning permission.

9.29 It is noted that any lighting provided around the proposed sports pitch could have an impact on bats. The information submitted has not established the importance of the hedgerows on site and these may also be detrimentally affected by external lighting. At least three of the trees on site could support bats and would require an appropriate survey if they were to be felled. These issues could all be over-come through the imposition of appropriately worded conditions. Conditions should also be applied to secure the retention of trees and hedgerows on site, prevent vegetation clearance during bird nesting season if nesting birds are present, and to agree a lighting strategy. A construction method statement should also be agreed to prevent harm to surrounding habitats. It is considered that other protected species that may use the site could be adequately safeguarded through the inclusion of advice notes as part of any permission granted. The mitigation measures considered necessary to off-set the loss of habitat and biodiversity that would otherwise be caused by the development can be secured through condition and through the agreement of a detailed scheme at reserved matters should the Council be minded to grant outline permission.

9.30 In terms of arboricultural impact, it is noted that a section of hedgerow would have to be removed to facilitate 2.4m x 160m sightlines onto the A6 and a new pedestrian access as well as some hedgerows within the site to facilitate the internal layout. As stated above, the importance of the hedgerows on site has not been established. As they appear on an 1845 map the Tree Officer advises they 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. The application shows that the majority of trees on site would be retained with the exception of one which is of moderate value. New tree/shrub planting is proposed and this is welcomed. Conditions could be attached to any permission granted to require the submission of a full tree survey including an arboricultural implications assessment, a tree protection plan and, if any construction would encroach on the root protection areas of trees, a method statement to detail a methodology to ensure adequate root protection.

9.31 Based on the information submitted and the consultee advice received, and subject to the imposition of appropriately worded conditions, no unacceptable ecological or arboricultural impacts are anticipated.

## FLOOD RISK AND DRAINAGE

9.32 The site falls within flood zone 1. As such there is no requirement for the applicant to demonstrate compliance with the sequential or exceptions tests. A flood risk assessment has been prepared for the site and this has been considered by the Council's Drainage Officer, the Environment Agency and by Lancashire County Council as the Lead Local Flood Authority. No objections are raised. It is understood that the applicant intends to discharge surface water to a soakaway or watercourse. Further details are required and the developer must demonstrate through percolation tests whether or not infiltration would offer a practicable solution for surface water drainage. It is considered that an appropriate drainage solution for the site based on sustainable drainage principles could be identified. Consequently, subject to the imposition of the suitable conditions, it is considered that the development proposed would be safe from flood risk and would not lead to increased flood risk elsewhere. As such, no unacceptable drainage issues are identified. GMEU advise that a Water Framework Directive assessment would be required if surface water were to be discharged into the river. This could be secured by condition.

## ENVIRONMENTAL IMPACT

9.33 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.

9.34 The applicant has submitted an air quality assessment and this has been considered by the Council's Environmental Protection team. The conclusions of this assessment are broadly accepted. The report suggests a number of measures to mitigate future cumulative impact on air quality. These include the production of a travel plan and the provision of electrical vehicle charging points. It is recommended that any permission granted be subject to conditions securing these mitigation measures. However, officers are mindful that the application site does not fall within or in close proximity to an established Air Quality Management Area and that the Council does not have any adopted policies relating to air quality. It is acknowledged that paragraph 35 of the NPPF makes reference to air quality impact mitigation measures but this is stated in the context of a requirement relating to plan-making. Members will be aware that conditions can only be imposed on planning permissions where the provisions of the condition are reasonably necessary in order to make the development acceptable. This is not considered to be the case in this instance and consequently, notwithstanding the consultee advice, no conditions relating to air quality impact mitigation are proposed.

9.35 The information submitted in respect of potential land contamination has been considered by the Council's Environmental Protection team. It is not considered to be sufficient for the potential for contamination to be adequately assessed. As such, it is considered that a condition should be attached to any permission granted to require the submission of a full desk-top study. The condition would also require the agreement and implementation of a scheme of mitigation should contamination be identified. This measure would be sufficient to safeguard the environment and human health from potential land contamination.

#### AFFORDABLE HOUSING, INFRASTRUCTURE PROVISION, AND OBLIGATIONS

9.36 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 application proposes up to 183 dwellings which would equate to a requirement for 55 affordable units. These should be provided on-site and the Affordable Housing Officer advises they should consist of an even split between intermediate housing for shared ownership and housing made available on an affordable rent basis. The affordable units should include a mix of bungalows and houses and should offer no more than three bedrooms. This could be secured through condition and the applicant has indicated agreement in principle.

9.37 On the basis of the information provided, Lancashire Education Authority would require a financial contribution of £943,217.10 to fund the provision of 70 additional primary school places. LCC intend to use the contributions towards Garstang Community Primary School. This would need to be reassessed at the point of determination and when accurate bedroom information became available. The reassessment will be reported on the Committee Update Sheet. These monies would be secured through a S106 legal agreement and the applicant has indicated agreement in principle.

9.38 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 183 units would equate to a requirement of 0.73ha. An indicative layout plan has been submitted in support of the scheme showing the provision of an artificial grass pitch but no traditional public open space. As set out above, this substitution would not be acceptable. Nevertheless, as the site amounts to some 8.6ha in area, it is considered that the requisite amount of public open space could be provided for. This provision would need to be secured by condition should outline consent be granted.

9.39 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.

#### OTHER ISSUES

9.40 The Council's Heritage advisor states the only listed building in the vicinity is the Toll Bar with Turnpike Gates which is on Lancaster Road (the B6430). This is too remote from the application site for a heritage statement to be necessary,

particularly given the intervening buildings. The development proposed would not be expected to have any material impact on the setting of the heritage asset. The response from Lancashire Archaeology Advisory Service advises the site appears to have significant potential for the remains of the Roman road and slight potential for a settlement. Neither would preclude development but investigation is warranted and anything discovered must be recorded. This could be secured by an appropriate condition.

9.41 Concern has been raised about the potential impact of artificial grass pitches on human health. The planning system is primarily concerned with issues of land use and development and so this issue is somewhat beyond the planning remit. However, it is understood that products made available for public use must meet established standards be they set down by the British Standards authority, the International Organisation for Standardisation or another body. As such, the potential health risks of substances such as artificial surfacing are regulated by other bodies in accordance with their relevant regulations. Consequently, it is not considered that the Council would be justified in resisting the application on the basis of potential health risk.

## ASSESSMENT OF SUSTAINABILITY AND THE PLANNING BALANCE

9.42 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.

9.43 The land is not safeguarded for employment uses and the loss of agricultural land that would result is not considered to weigh notably against the proposal. The site falls outside of any defined Minerals Safeguarding Areas. Some employment would be created through the construction process and future residents would support local businesses and public services. As such the scheme is considered to be economically sustainable.

9.44 The site is not designated for its landscape or environmental value, but does have inherent value as a perceived green gap separating the settlements of Garstang and Cabus. The loss of this value weighs against the proposal. Whilst some existing sporadic development is in place along the road frontage linking the two settlements, the overriding character of this development site is open and rural and makes a positive physical and visual contribution to the perceived green gap. It is considered that the proposal would have a detrimental impact on the character of the immediate area and this would also weigh against the proposal. It is recognised that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. Through the imposition of appropriate conditions, biodiversity on the site could be adequately safeguarded and trees and hedgerows could be protected as appropriate. On balance given the serious concerns about the loss of the perceived physical and visual green gap between Garstang and Cabus, the proposal is not considered to be environmentally sustainable.

9.45 The provision of up to 183 new homes would make a substantial quantitative contribution towards meeting the borough's housing requirement and this weighs significantly in favour of the proposal. Affordable housing equivalent to 30% of the total residential development would be provided along with financial contributions towards local education provision.

9.46 The application proposes a mix of uses, namely housing and an artificial grass sports pitch. It is not considered acceptable for this pitch provision to be in lieu of general use public open space. Whilst the pitch has the potential to meet a defined need as identified in the Council's Playing Pitch Strategy, a facility of this kind would only provide recreational benefit to a section of the community and may prevent the provision of general amenity public open space. More general provision would also offer opportunities for social interaction and passive recreation but would benefit the wider community. Whilst the need for a pitch in the Garstang area is acknowledged, there is an alternative site at Garstang Community Academy with planning permission and with identified school and community users. A robust evidence of need has not been presented in this instance and therefore there cannot be certainty that this pitch would come forward as proposed. On this basis, whilst the benefit of a mix of uses is acknowledged, given the uncertainties at play it is considered that only very limited positive weight could be attached to the proposed provision of an artificial grass pitch.

9.47 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 58 two-way traffic impacts. Garstang is considered to be the most sustainable settlement to support new development within the A6 corridor. This site, on the edge of the Garstang settlement, is considered to be the joint second 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, it could be supported to come forward on an unrestricted basis i.e. before junction 2 and the PWD Route is committed.

9.48 Notwithstanding the highways impact assessment, in summary and as set out above, due to serious concerns about the environmental impacts of this development which are considered to significantly and demonstrably outweigh the economic and social benefits, this scheme is deemed to represent unsustainable development. It therefore does not form one of the sites which are supported as coming forward for residential development along the A6 corridor.

## **10.0 CONCLUSION**

10.1 In light of the assessment set out above, the development proposed is not considered to be in accordance with the aims and objectives of the NPPF and Development Plan and is therefore unacceptable. No other material planning considerations have been identified that would outweigh this view and so outline planning permission should be refused.

## **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 refuse outline planning permission.

### **Recommendation: Refuse**

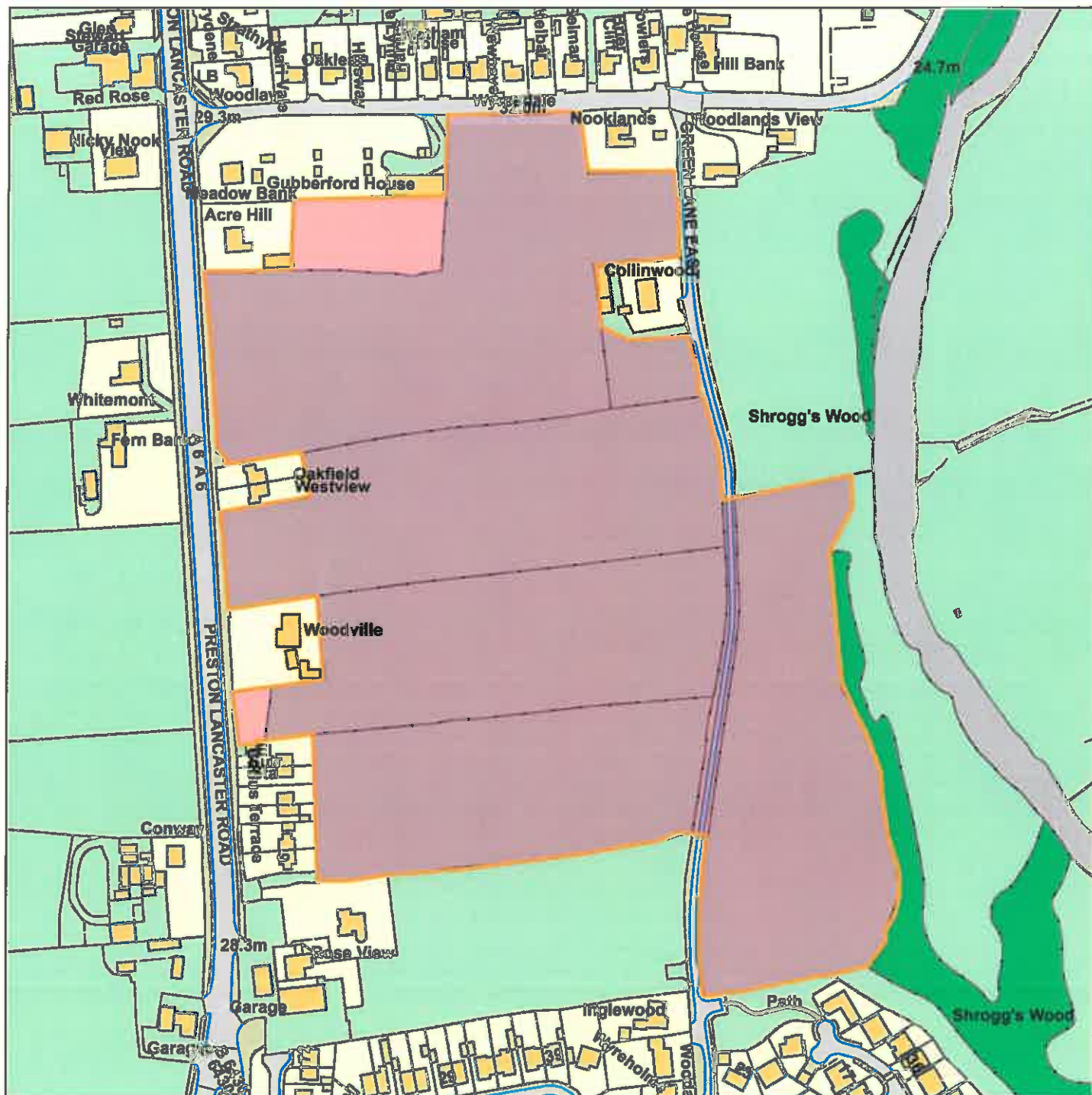
#### **Reason for Refusal**

The site is not designated for its landscape or environmental value, but does have inherent value as a perceived green gap separating the settlements of Garstang and Cabus. Whilst some existing sporadic development is in place along the road frontage linking the two settlements, the overriding character of this development site is open and rural and makes a positive physical and visual contribution to the perceived green gap. It is considered that the proposal would have a detrimental impact on the character of the immediate area. On balance concerns about the resultant environmental harm from this development are considered to significantly and demonstrably outweigh the economic and social benefits identified, and so the application is deemed to represent unsustainable development contrary to the aims and objectives of the National Planning Policy Framework and saved policy SP13 of the Adopted Wyre Borough Local Plan (1999).

arm/rg/pla/cr/17/2203nc4

# Planning Committee

16/00230/OULMAJ - Land East of Lancaster New Road, Cabus



Scale : 1:2774

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Organisation	Wyre Council
Department	Planning Department
Comments	Item 3
Date	13 March 2017
SLA Number	100018720

**Committee Report****Date: 22.03.2017**

<b>Item Number</b>	<b>04</b>
<b>Application Number</b>	<b>16/00144/OUTMAJ</b>
<b>Proposal</b>	<b>Outline application with all matters reserved apart from access for residential development for up to 66 houses and a medical centre</b>
<b>Location</b>	<b>Daniel Fold Farm Daniel Fold Lane Catterall Preston Lancashire PR3 0JZ</b>
<b>Applicant</b>	<b>Mr R Greenwood</b>
<b>Correspondence Address</b>	<b>c/o Graham Anthony Associates 2 Croston Villa High Street Garstang PR3 1EA</b>
<b>Recommendation</b>	<b>Permit</b>

**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 3.5 hectares of land on the north-eastern side of the A6 to the west of Catterall. The site is bounded by residential properties fronting Daniel Fold Lane and spurs from that lane to the east, Cock Robin Lane to the south-east, the A6 to the south-west and west, and open countryside to the north. There is an existing farm immediately to the north-west. The site wraps around two dwellings fronting the A6. A United Utilities water treatment plant lies some 150m to the south. The site currently comprises a large field to the north/north-west, a small field between the two residential properties fronting the A6, an existing farm complex



accessed from Daniel Fold Lane, and two triangular shaped fields to the south-east. These last two fields are separated by a hedgerow and there is hedgerow around much of the site boundary. Only the frontages to Cock Robin Lane and Daniel Fold Lane are bound by fencing. There are trees along and close to the A6 frontage, some of which are protected by a Tree Preservation Order.

2.2 The Council records show the land to be agricultural grade 3. The site falls outside of flood zones 2 or 3 or any Minerals Safeguarding Areas. There are no ponds or biological heritage sites on or adjacent to the site. Two public rights of way run along the boundaries of the site, one to the north/north-west and one along Daniel Fold Lane and the track along the eastern frontage. There is a listed building in the form of a Medieval cross base on the A6 at the western end of the northern boundary.

2.3 Outline applications for large scale residential development have recently been approved on land to the south-east on the opposite side of Cock Robin Lane and on land to the north-east.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 66 dwellings and a medical centre. All matters are reserved apart from access, with two access points proposed. One would be taken from the A6 and the other from Daniel Fold Lane. The matters of layout, scale, appearance and landscaping are reserved for later consideration.

3.2 The application is supported by a:

- Planning design and access statement
- Heritage assessment
- Ecological appraisal
- Tree survey and arboricultural impact assessment
- Acoustic assessment
- Flood risk assessment and drainage strategy
- Transport assessment
- Travel plan
- Contaminated land desk study report

### **4.0 RELEVANT PLANNING HISTORY**

4.1 14/00681/OUTMAJ - outline planning permission granted for the erection of up to 122 dwellings including means of access on land to the north-east.

4.2 15/00248/OULMAJ - outline permission granted with all matters reserved other than access for a mixed-use development on land to the south of Cock Robin Lane comprising of up to 200 dwellings, up to 42 1-bed independent living retirement apartments (Use Class C3), employment development, a new village centre and family pub, new roundabout access on Joe Lane and an alternative link road between the A6 and Garstang Road.

## **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 Conserving and Enhancing the Historic Environment - this section gives guidance to decision-makers and considers designated and non-designated heritage assets.

5.2.3 Flood Risk and coastal change - this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.4 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.

5.2.5 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.

5.2.6 Noise - this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.7 Open space, sports and recreation facilities, public rights of way and local green space - this section explains how such areas and facilities should be taken into account in planning decision-making.

5.2.8 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.

5.2.9 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:

- 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
- TREC12 - Public Rights of Way

#### 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
- CS9 - Strategy for Garstang and Catterall
- CS13 - Sustainable development
- CS14 - Quality of design
- CS16 - Transport, accessibility and movement
- CS15 - Economy, regeneration and learning
- CS17 - Infrastructure and community facilities
- CS18 - Green infrastructure
- CS19 - Biodiversity and geodiversity
- CS20 - Housing mix
- CS21 - Affordable housing
- CS24 - The countryside
- CS25 - Flood risk and water resources
- CS28 - The historic environment

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies the northern part of the site as potentially being suitable for mixed use development as part of site ref. IO\_111. The mix of uses considered to be potentially appropriate would include small scale retail development, employment floorspace and housing. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.

#### 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.

#### 5.6 EVIDENCE BASE DOCUMENTS

5.6.1 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 the study. Catterall is ranked seventh on the list.

## **6.0 CONSULTATION RESPONSES**

6.1 CATTERALL PARISH COUNCIL - objects and seeks neighbourhood notification. The development would change the character of Catterall and be out-of-proportion to the existing settlement. No buffer would exist between the village and the A6. It would set a precedent for further development. Access would be affected and LCC must be consulted. The proximity to the industrial exit at Tan Yard Lane must be considered. The Council is sceptical that a medical centre would be delivered. The application should be determined by the Planning Committee.

6.2 HIGHWAYS ENGLAND - initially issued holding objection; revised response confirms no objection. In order to minimise the impact of the development, it is recommended that a condition be attached to any permission granted to require the agreement of a Travel Plan. The submitted transport assessment (TA) considers the initiatives developed by LCC to mitigate highway impact along the A6 corridor. Six initiatives are identified, two of the initiatives relate to junctions remote from the application site. No consideration has been given to the junction the subject of initiative 4 and this should be agreed by LCC. The TA states that the trip rates used are those applied elsewhere in the area. The assessment year and traffic growth data used are considered to be appropriate as are the peak hour periods. Committed developments have been taken into account but the LPA should confirm that the correct schemes have been considered. LCC should confirm the trip rates used. The trip rate information for the proposed medical centre is questioned but, following an independent HE review, it is noted that the trip rates in the TA are higher and therefore more robust. The trip distribution should be justified in terms of the number of vehicles using each access point. The approach with regard to the medical centre is considered acceptable. LCC should agree the trip distribution to assess impact on the wider highway network. However, HE has undertaken an independent assessment and has determined that an insignificant proportion of medical centre trips would affect the strategic networks and that a maximum increase of 12 vehicles would result on any one slip in the peak hour. This is not considered likely to result in

a step change in operation. As such there would be no unacceptable impact in isolation. Review of the accident data suggests there would be no direct impact upon the strategic network. The submitted travel plan has been considered and a condition is recommended. HE does not raise any objection to this scheme in isolation, but recognises that the cumulative impact of development along the A6 needs to be better understood. The LPA and LCC should consider if the proposal should make an appropriate contribution towards the improvement initiatives that are being developed.

### 6.3 LANCASHIRE COUNTY COUNCIL (HIGHWAYS) -

6.3.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

6.3.2 (A) Main Site Access Strategy - The site is proposed to be accessed off an approved access onto Daniel Fold Lane and a new access onto the A6. This would allow the site and the adjacent site (14/00681/OULMAJ) to have 2 points of access. Given the overall scale of development that potentially comes forward here a 2 point access strategy is considered appropriate. The developer has proposed a new priority junction with ghost right turn lane onto the A6 to serve the site as shown on drawing SCP/16028/SK05. The developer has not indicated that they have undertaken speed measurements to establish the 85th percentile speeds. The visibility splays are simply based on the signed speed limit. Using the methodology of MfS/MfS2 the sightlines for a 50mph road would be 148m in both directions and the submitted plan indicates these can be achieved. It is expected that a traffic island would be necessary to manage traffic speeds and offer protection for right turning vehicles into the site. This has not be shown on the proposed plan and it would need to be established if this would impact on other existing access points onto the A6. The scheme does not indicate how, with the removal of the well-used existing on-road cycle lanes, cyclists are to be adequately catered for. Clarification from LCC on

this point states the siting of a refuge and making provision for cyclists would form part of the detailed design. LCC are satisfied that this can be achieved within existing highway limits.

(B) Transport Assessment (TA) - The TA only takes into account the committed developments at Joe Lane and the adjacent site (Daniel Fold Farm). It does not undertake any cumulative impact assessment for the developments which are currently being considered. This development will generate around 68 and 80 vehicle movements in the AM and PM peak hours respectively. Traffic growth and an assessment year of 2021 has been considered. The trip rates used in the TA in line with those previously agreed for sites impacting on the A6 corridor and as such are acceptable.

The distribution used in the TA differs from that accepted by LCC in the assessment of the 3 major developments which LCC have not raised objections to and as such the distribution cannot be agreed. LCC are of the opinion that too much traffic is distributed along the B6430 to Garstang and not enough south along the A6 and as such the developer significantly underestimates the impact of the development on the A6 corridor. LCC would also question the distribution for the site at the 2 access points. Paragraph 5.12 of the TA indicates 71% for the primary access (A6 access) whereas the "AM Residential Distribution" in Appendix 6 of the TA only shows 42%. 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%
- o To/from Longridge / Ribble Valley 3%

Traffic distribution for the medical element of the development is likely to differ from the above as the majority of this will have a local origin and destination. However, it should not be disregarded as it will still have some impact on the local highway network including the A6 corridor. The TA includes a plan showing accidents for 2012 - 2014. The latest 5 year injury accident data shows 3 injury accidents on the A6 within 300m of the site access and 1 on Cock Robin Lane within 150m of its junction with Daniel Fold Lane. No off site highway works were proposed by the developer. The developer has carried out junction operational assessment at:  
Proposed Primary Site Access;

- Daniel Fold Lane/Cock Robin Lane;
- Cock Robin Lane/B6430;
- and A6/Cock Robin Lane/Catterall Lane.

No operational issues are identified here, however, the full range of committed developments has not been considered and no cumulative assessment for the other developments currently under consideration has been undertaken. No junction operational assessment has taken place at: A6/B5272 Cockerham Road; A6/Longmoor Lane/Moss Lane; or A6/A586, the Avenue.

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". Accessibility is discussed in the TA and the developer draws the conclusions "that there are no traffic or transport grounds on which to withhold planning approval." As part of the development proposal a new

footway on the east side of the A6 is proposed linking the site access to Cock Robin Lane, however, the impact of cumulative development on the wider highway network has not been addressed. The development is below the threshold for a Travel Plan; however, this does not mean that travel planning initiatives should be ignored. The developer offers little to improve pedestrian, cycling or public transport infrastructure/services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. There are bus stops (eastbound and westbound) which are located within a relatively short distance of the site access, the majority of the site is within 400m and there are regular bus services linking the site to, 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. Bus services to Preston, Garstang and Lancaster are along Garstang Road and around 500m from the centre of the site.

Update to comments above - LCC met with the developer's representatives on 14.12.16 to discuss all issues. Following this meeting the developers Transport Consultant (SCP) has provided a significant amount of further information, including: a technical note providing further information in relation to the application site; and updated site access proposals. The latest access layout is agreed. The s278 works proposed are shown in plan SCP/16028/SK04 Rev A. LCC Highways would expect a Stage 1 RSA to be provided as part of the access proposal for a development of this scale onto a busy principle road. This has not been provided. While SCP have provided further traffic information and assessment which has been welcomed, no cumulative impact has been undertaken by this developer. However, 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.

(C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - As the application is in outline form layout are a reserved matter. The indicative layout plan raises no major concerns, however, prior to the submission of any reserved matters application the developer should consult with LCC to ensure that the internal layout meets with adoptable standards.

(D) S278 Works - The only s278 works proposed are shown in plan SCP/16028/SK05. The access layout is not yet agreed. Further consideration is required in respect of the pedestrian/cycle impact of the proposals and necessary provision. LCC Highways would expect a Stage 1 RSA to be provided as part of the access proposal for a development of this scale onto a busy principle road. The Stage 1 RSA should only be undertaken if and when a site access scheme is agreed in principle with the LHA.

(E) Planning Obligations (s106 Planning Contributions) - Despite acknowledging LCC has indicated previous concerns and their understanding that LCC has previously set out a Strategy that would need to be followed to allow support for a level of further development in the A6 corridor, there is no mitigation proposed by the applicant. This, together with the inadequate assessment presented is unacceptable to LCC. 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. A considered



and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 21 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.4 ENVIRONMENT AGENCY - no objection. With respect to the potential risk to controlled waters from land contamination, the recommendations of the submitted desk study are agreed. Should permission be granted a condition should be imposed to ensure that development does not pose an unacceptable risk. The information submitted is sufficient to satisfy the first part of the condition recommended. The site falls within a Source Protection Zone for potable water and the site is underlain by a principal aquifer used for public water supply. The development proposed could threaten the supply and so a condition should be attached to any permission granted to require agreement of foul and surface water drainage. Further guidance is provided and it is noted that a method statement should be provided to detail how pollution would be prevented.

6.5 UNITED UTILITIES - the comments made are in addition to those made by the Environment Agency. The site falls within ground water source protection zone 1 (SPZ1). The information submitted does not provide sufficient detail to enable the potential impact on the SPZ to be assessed. Mitigation measures will need to be considered, particularly with regard to foul and surface water drainage and through a construction environmental management plan. The site must be drained on separate systems with only foul water connected to the sewer. Surface water must not go into the public sewer either directly or indirectly. A site specific risk assessment would be required and this should consider impact on quantity of groundwater recharge as well as quality. It would be UU preference to assess the potential impact of the proposal in advance of determination but, if planning permission is granted, three conditions are recommended. These are to be in addition to those requested by the EA. The conditions would prevent surface water from draining into the public sewer; require the agreement of foul and surface water drainage schemes and their future management; and require development to proceed in accordance with an approved Construction Environmental Management Plan. A raw water pipe and a trunk main

pipe run across the north-western edge of the site. Access must be maintained with a 5m strip to either side left clear. Any diversion would be at the applicant's expense and works in the area should adhere to UU standards. It is noted that tree planting is proposed within the easement, this would not be permitted unless in accordance with UU conditions. There is a 15ft easement along the western boundary. Nothing should affect this pipe or UU access to the land. Water mains would need to be extended to serve the site and each unit would require a separate metered supply. The applicant should contact UU in the first instance. If a sewer is discovered during construction, a building control body should be consulted.

6.6 LANCASHIRE COUNTY COUNCIL (FLOOD) - No objection. The information submitted indicates that surface water would discharge into an existing drain prior to discharge into the River Wyre. There is an established drainage hierarchy with order of preference given to infiltration and then discharge to a surface water body, a drain and finally the combined sewer. The applicant must demonstrate that infiltration is not feasible and a full ground investigation is required. Surface water should be managed in the most sustainable way and as close to the surface as possible to mimic natural flows and reduce flood risk. The non-statutory technical standards and PPG should be adhered to. Exceedance and the natural topography of the site should be taken into account. A revised strategy based on SUDS should be proposed. Flow balancing may be an option. Relevant guidance and the benefits of SUDS are detailed. Development should not compromise the quality or biodiversity of any watercourses or waterbodies or on bathing water quality. Pollution control may be required. Land drainage consent would be required for any works to a watercourse. The LLFA should be contacted in the first instance for advice. Further investigation is required to establish the condition of the existing drainage pipe under the highway. No development should take place within 8m of an ordinary watercourse. Permeable paving proposed on driveways should not be counted in drainage calculations. No objection is raised subject to the imposition of 5 conditions and an informative on any permission granted. The conditions would require the agreement of a surface water drainage strategy, a lifetime management and maintenance plan and finished floor levels. They would also prevent occupation prior to implementation and require any attenuation to be installed prior to construction. Informatives also suggested.

6.7 LANCASHIRE COUNTY COUNCIL (EDUCATION) - the development would generate a requirement for 25 primary school places. At current rates the necessary financial contribution to cover this requirement would be £336,868.25. As there are a number of pending applications that could affect education provision in the area, a maximum of 18 secondary school places could be required. At current rates this would require a financial contribution of £203,035.90. Specific infrastructure projects would be identified at the point of determination. The calculation has assumed that all properties would offer four bedrooms. These figures would have to be revisited as accurate bedroom information becomes available and as other relevant schemes are determined.

6.8 NATURAL ENGLAND - no comments. This does not imply that there will be no impact on the natural environment, only that the application is unlikely to result in significant impact upon statutorily designated sites or landscapes. The LPA must determine compliance with planning policy and specialist ecological or other environmental advice should be sought. Consideration should be given to the published SSSI Impact risk zones. Councillors are respectfully advised that the site falls within a SSSI impact zone and Natural England has been consulted on this basis.

6.9 GREATER MANCHESTER ECOLOGY UNIT (GMEU) - no objection. The ecology survey has been conducted by suitably qualified consultants and is to generally satisfactory standards. Although the surveys were undertaken at a sub-optimal time of year, the consultants and GMEU are sufficiently familiar with the site through previous work. The site is not designated for its nature conservation value and is dominated by species-poor grassland. The hedgerows and trees are of local value but none of the hedgerows are classified as important. The site has low potential to support protected or priority species other than nesting birds and foraging/commuting bats. Bats are protected but the opportunities on site are poor. Nevertheless the hedgerows should be retained and improved where possible to optimise foraging and commuting. Nesting birds are protected and precautions are recommended. There is a pond some 100m from the site with limited potential to support amphibians. Whilst the site offers sub-optimal habitat there are linkages to the pond and so precautions are justified. Again, trees and hedgerows should be retained as best habitat.

6.10 GREATER MANCHESTER ECOLOGY UNIT (GMEU) (cont.) - some loss of hedgerow would result but compensatory planting would be possible. Habitat loss should be mitigated by new landscaping to include tree, shrub and species-rich hedgerow. Retained trees and hedgerow must be properly protected during development with temporary fencing in accordance with BS5837:2012. At least 10% of the land should be provided as high-quality green infrastructure to mitigate for the loss of openness in the landscape. A comprehensive Construction Environmental Method Statement detailing the protection of habitats and species should be required by condition. No tree felling should take place between March and July inclusive. Care should be taken to avoid harming amphibians and any found should be carefully relocated, preferably toward the pond to the north. A scheme of biodiversity enhancement should be secured to include species-rich hedgerow planting, bolstering of existing hedgerows, native tree and shrub planting, pond creation, and the provision of bat, bird and insect boxes and bat bricks/tubes. A Habitat and Landscape Plan should be required.

6.11 LANCASHIRE COUNTY COUNCIL (PUBLIC RIGHTS OF WAY OFFICER) - the proposed site plan suggests that footpath 02-09-10 would run on a pavement through the site as part of the wider proposals for the area. To maximise sustainable transport, footpaths 02-09-10 and 02-09-11 should be upgraded to bridleway status to meet with Catterall Gates Lane. This would provide safe pedestrian, cycle and equestrian access to and from the site. No detail with regard to impact on footpath 02-09-09 to the north has been provided. This footpath would link the development to the medical centre and A6. The scheme would increase usage and so this footpath should be tarmacked to a minimum width of 2m with a minimum verge of 1m on either side to create an open aspect. The footpath link next to units 20 and 26 should be given public status to prevent future conflict. Given the impact anticipated and in the absence of further detail, an objection is raised.

6.12 LANCASHIRE CONSTABULARY - ground floor doors and windows should be to PAS 24:2012 standard or equivalent. The indicated layout would appear to offer good natural surveillance. Good lighting is required and landscaping should not obscure lighting. Parking should be in-curtilage or well-overlooked. Back-to-back gardens help to secure rear elevations. Boundary treatments should be 1.8m high with internal cross-rails. Fencing between gardens should be at least 1.5m high. Defensive planting should be provided around gardens adjoining open space. Rear access alleyways should be avoided where possible or otherwise gated with a 1.8m high lockable gate. The bolt should not be accessible from the outside and the gate should be positioned as close to the front of the property as possible. Utility meters

should be to the front of properties and outbuildings should not have windows. Anti-tamper fixings should be used and open space should be kept as open as possible to maximise natural surveillance. The proposed medical centre would include recessed areas providing opportunities for concealment. Provision of 2m high weld mesh fencing to prevent access would be appropriate. As the building would be likely to store prescription drugs it should be fitted with a police-connected alarm. External lighting should be provided and doors and windows should be to PAS 24:2012 standard.

6.13 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) - no objection, the site is in flood zone 1 and so is at low risk of flooding, full drainage details must be provided.

6.14 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE, ODOUR AND DUST) - given the uncertainty over the layout, the exact specification for noise mitigation cannot be assessed. A revised noise assessment must be submitted once a detailed layout is known. In addition to traffic noise from the A6, this assessment should also consider noise from the medical centre using a methodology in accordance with BS4142:2014. Specific noise standards must be met at each property and an appropriately worded condition is suggested.

6.15 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) - it is recommended that the standard conditions requiring a desk top study and gas protection and watching brief be attached to any permission granted along with the associated advice notes. The report submitted is based on a GroundSure report, anecdotal evidence and the previous experience of the author. Appendix 5 defines the landfill at Daniel Fold Lane but details of other identified landfills are required. The landfill to the north is noted as being remediated but corroboration of this is required. A plan of the site should be provided with each referenced landfill annotated. It is noted that an electricity sub-station on site has been relocated from its original position which may be a source of contamination. Further investigation is required. The report concludes that the site is unlikely to present a significant risk of significant harm but in planning terms the site must be safe and suitable for use. It is noted that up to 1% of properties surveyed were above the action level for radon and this must be taken into account. The conceptual site model (CSM) is welcomed. Four potential sources of contamination have been identified and the building material, including asbestos, stored on site may be a fifth. The farm could be a source of chemical and hydrocarbon contamination as could the former sub-station location. In terms of potential receptors, adjacent users, flora/fauna and supply pipes should be included. Pathogens from slurry and asbestos inhalation should be considered as risks and included within the CSM. Further investigation is required and should be completed prior to development. Proposals for such should be agreed. The responsibility for the safe development of the site rests with the developer.

6.16 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) - the submitted information has been considered. Whilst it does not constitute a detailed air quality assessment, it does consider likely impact and is sufficient. It is agreed that the construction phase has the potential to temporarily impact air quality due to dust emission and so a dust action plan should be secured through condition. The applicant has proposed a range of air quality mitigation measures as an alternative to submitting a detailed assessment. These include the provision of electric vehicle charging points. This should be secured

through condition. A condition should also be imposed to require the agreement of a travel plan.

6.17 WBC HEAD OF OPERATIONS (PARKS AND OPEN SPACES) - the open space provision indicated is noted, details of future management and maintenance would be required.

6.18 WBC HEAD OF OPERATIONS (TREES) - the tree survey is accurate and sufficiently detailed. The arboricultural impacts have been fully assessed and, providing the tree protection plan is fully implemented, the trees would be adequately protected. Some of the sections of hedgerow indicated for removal (H14 and H15) are significant in length with a combined length of some 200m. They are in good condition and well maintained. Hedgerows are a UK BAP priority habitat and so should be retained where possible. Any losses should be mitigated elsewhere on site as part of a detailed landscape plan. Tree planting is proposed and is welcomed. Native tree planting and provision of larger tree species is recommended. There are a number of high amenity trees on site.

## **7.0 REPRESENTATIONS**

7.1 Nine representations have been submitted raising the following issues:

- No need for more houses, particularly executive homes
- The additional housing should be developed elsewhere
- No need for the employment units, they would not create jobs
- Loss of a greenfield site
- The development would be over-bearing, excessive in scale and out-of-character
- Cumulative impact with other developments
- Impact on character of Catterall
- No train station or motorway junction at Garstang, the network cannot cope with additional traffic
- Increased traffic on already congested A6
- Potential for rat-running
- Impact on highway safety
- Inadequate public transport provision
- There are flaws in the submitted transport assessment in terms of the methodology, distribution and modelling
- Impact during construction
- Strain on education, services, medical facilities, infrastructure, roads
- Inadequate local facilities for residents
- Increased noise and disturbance
- Loss of privacy
- Impact on wildlife
- Impact on the public rights of way
- Increase in flood risk
- Increase in air pollution from dependence on private car use
- No details of consultation with the NHS
- No guarantee that a medical centre is needed or would be provided
- Loss of view
- Inadequate consultation at pre-application stage

7.2 Members are respectfully advised that this application does not propose any employment floorspace and that loss of view is not a valid planning consideration. Furthermore, whilst pre-application consultation with local residents is recommended, the Council cannot insist upon it.

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.

7.5 A further letter has been received from Windsor Surgery on this application specifically. This states that the health centre shown has not been subject to NHS approval. They have had previous contact from the agent about this and explained the basic requirements for NHS funding streams to follow due process in order for estates to be incorporated into, and funded by, the NHS. To designate a piece of land as a "Health Centre" without any involvement in the NHS procurement process is meaningless. For an estate building to be part of the NHS it has to have passed through a commissioning process with evaluation of financial due diligence during the process as well as demonstrating a specific need which is to be addressed. As a concept the structure of Primary Care is such that the building of branch surgeries is not a suitable method of aligning healthcare provision to the needs of a particular neighbourhood. Healthcare provision is now essentially multi-disciplinary and complex which necessitates a central focal hub - which locally is based around the Garstang Medical Centre on Kepple Lane. They understand the expectation from the agent is that this development would secure ongoing NHS funding to be built. There is no funding in place to underpin this proposal. It is known that there are certain developments in various parts of the country which have in the past "gifted" buildings to the NHS for healthcare use - as in there is no capital or ongoing costs to the NHS for their use. They understand this is not the case in this particular proposal.

## **8.0 CONTACT WITH APPLICANT/AGENT**

8.1 Dialogue has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of development
- Housing land supply
- Impact on the countryside
- Loss of agricultural land
- Acceptability of the land uses proposed
- Housing density and mix
- Amenity impact
- Landscape and visual impact
- Heritage impact
- Access, parking and highway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Affordable housing, Infrastructure provision and obligations
- Sustainability and planning balance

### **PRINCIPLE**

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 Catterall seventh in the rank of borough settlements and second 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 a valid indication of sustainability.

### **HOUSING LAND SUPPLY**

9.3 The housing requirement for the borough was originally set out in Policy H1 of the Local Plan. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS) which was subsequently revoked in May 2013. As the emerging Local Plan is not yet adopted, the borough does not have an established housing requirement. The Fylde Coast Strategic 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. The current application seeks outline planning permission for the development of up to 66 new homes on the site. This would represent a significant quantitative contribution towards meeting the boroughs housing requirement that weighs strongly in favour of the application.

#### IMPACT ON THE COUNTRYSIDE

9.5 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.

9.6 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met 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 wider countryside will experience some erosion around existing settlements. It is noted that the northern part of the application site has been identified as part of the forward planning process as having potential for future residential development.

9.7 The application site is bounded by the A6 to the south-west and by the main body of Catterall village to the east. A major housing development of up to 122 units has recently been approved on land immediately to the north. Additional new housing has also been approved on land to the south-east on the opposite side of Cock Robin Lane. On this basis, whilst it is acknowledged that the proposal would undoubtedly change the character of the immediate area, it is also recognised that the development would be viewed against the backdrop of the surrounding land uses and road network. The scheme would essentially extend the urban area of Catterall west with the A6 forming a new settlement boundary. Extensive areas of open countryside exist around Catterall on all sides and, should the site be developed, the village would still remain as a clearly identifiable and separate centre within open countryside. As such, no unacceptable impact on the character and function of the wider countryside is anticipated. It is, however, accepted that there would be a localised impact. This would weigh against the proposal and will be considered as part of the assessment of visual impact below.

#### LOSS OF AGRICULTURAL LAND

9.8 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 previously developed land. 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 3.5ha 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.

## ACCEPTABILITY OF THE PROPOSED LAND USES

9.9 Whilst the layout of the site is not a matter for consideration at this stage, the acceptability of the two land uses proposed must be assessed. The application site falls within designated countryside but is otherwise unallocated on the Proposals Map to the adopted Local Plan. As such, it is not safeguarded for a particular use. The site is bounded by existing residential properties to the east and would be surrounded by more housing to the north and south should the recent permissions be implemented. As such, residential development is considered to be an appropriate land use in principle.

9.10 The applicant has indicated that a medical centre would be provided on site. The Council is mindful that lack of provision and pressure on existing medical facilities is a key concern for many local residents. The provision of a facility such as this as part of a mixed use development on the site would have clear sustainability benefits by reducing the need for private car travel. Ordinarily, this would weigh significantly in favour of the scheme. However, whilst the provision of a medical centre would be acceptable in principle and would be welcomed, the weight to be afforded to its inclusion in the scheme must be predicated on its likely delivery. The NHS Lancashire North Care Commissioning Group (CCG) is responsible for the provision and maintenance of medical care across the sub-region. No representation has been received specifically on this application / scheme proposal to date (their response on all applications pending around Garstang is reported in section 7 above) but the agent has provided a copy of earlier correspondence with them. This makes it clear that the provision of an NHS funded medical centre would be subject to a lengthy and complicated needs assessment and procurement process. Funding is seen as a key issue and accessibility would be a key consideration. The CCG state that there is no prospect of a pharmacy licence being granted in Catterall. This would not necessarily preclude the development of a medical facility but it is recognised that most do include an ancillary chemist, both to provide a one-stop facility and to financially support the delivery of the service. The correspondence provided appears to suggest that a CCG delivered medical centre would be an unrealistic proposition on the site. In addition, a response has been received from Windsor Surgery to this application (reported in section 7 above) setting out their concerns that the health care facility has not been subject to NHS approval; that the building of branch surgeries is not a suitable method of aligning healthcare provision to the needs of a particular neighbourhood; and that they understand there is no NHS funding in place to underpin this proposal.

9.11 It is understood that the applicant is prepared to construct the medical centre at his own expense and then lease the facility to doctors and a chemist operator. Notwithstanding the need for a pharmacy licence, this may be a more realistic option for delivery. However, it remains the case that the scale of development in itself is not sufficient to require the provision of a medical centre. As all planning conditions must meet certain tests, which include necessary, relevant to planning and fairly and reasonably relate to the development to be permitted, it is considered that it would not be lawful for the Council to condition the delivery of a medical centre in this instance. The applicant has not offered a unilateral undertaking

and no direct evidence of interest on the part of doctors or a chemist operator has been provided. On this basis, members are respectfully recommended to attach limited weight to this aspect of the proposal when considering the overall planning balance.

## HOUSING DENSITY AND MIX

9.12 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 submitted Design and Access Statement includes a proposed site plan but this is labelled as being indicative and has not been formally submitted as part of the application. The site area is stated to be 3.5ha and up to 66 units are proposed. This would equate to a gross housing density of 18.9 dwellings per hectare. If 0.6ha is reserved for the proposed medical centre, this would increase the gross housing density to 22.8 dwellings per hectare. Given the character of Catterall and the semi-rural location of the site, this density is considered to be acceptable.

9.13 Whilst not a matter for agreement at this stage, it is envisaged that a mix of 2, 3 and 4-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

9.14 The application seeks to agree the principle of development with layout reserved for later consideration. There is existing housing to the east and a residential development has been recently approved to the north. Residential development on the site would therefore be a compatible land use. The layout of the site would be agreed at reserved matters stage and this could ensure that no unacceptable impacts arise to existing residential amenity by virtue of increased noise and activity. Similarly it is considered that an acceptable layout could be secured to ensure that the Council's minimum adopted separation standards are achieved in order to safeguard levels of daylight and privacy for both existing and future residents. The A6 is a busy arterial route, there is an existing farm unit to the north-west and the proposed medical centre could be a source of noise and activity. An Acoustic Assessment has therefore been submitted which has been considered by the Council's Environmental Protection team. As layout is not a matter for consideration at this stage, no accurate assessment of potential noise impact has been possible. However, in principle mitigation measures are identified based on the illustrative layout shown (E.g. appropriate glazing and boundary wall / acoustic fence details) and these could be conditioned. No objection to the principle of the development or the land uses has been raised by the Council's Environmental Protection team subject to a condition stipulating rating levels and the agreement of a suitable site layout / acoustic attenuation scheme at reserved matters stage should outline permission be granted. No unacceptable amenity impacts are therefore anticipated.

## LANDSCAPE AND VISUAL IMPACT

9.15 The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently undulating landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15e: Coastal Plain: Forton-Garstang-Catterall and on the edge of area 15d: The Fylde. The area is characterised by gently undulating, farmed landscape of pasture and arable fields

defined by hawthorn hedges and scattered with farms, woodland, drainage ditches and with many man-made features evident. Urban development has eroded the rural character of the landscape. The application site is not nationally, regionally or locally designated but it is recognised that the existing vegetation and mature trees around the edges of the site make a positive contribution to the setting and visual amenity of the area.

9.16 No landscape and visual impact appraisal or assessment has been submitted as part of the application. However, it is recognised that residential development bounds the site to the east and that substantial residential developments have recently been approved to the south-east and north-east. Discussions have taken place in respect of the submission of an application to agree the reserved matters for the scheme to the south-east suggesting that it is likely to come forward. As such, the site would be viewed against the backdrop of Catterall village and these committed developments. Even in the absence of these schemes, the site would be viewed in the context of the existing settlement. It is considered that no key features of landscape value would be lost as a result of the development and, given the topography of the wider area; the scheme would not appear overly obtrusive within the wider landscape. It is accepted that there would be an impact on surrounding residential properties and roads and nearby public vantage points which would weigh against the proposal. However, such an impact is inevitable for a development of this scale on the rural fringe of a settlement. The layout, scale, appearance and landscaping of the development are not matters for consideration at this stage but would be the subject of agreement as part of a reserved matters application should outline permission be granted. It is considered that a well-designed and landscaped scheme could be secured and that this would help to mitigate the visual impact of the proposal.

#### HERITAGE IMPACT

9.17 The Catterall Cross, which is a grade II listed building, is located just beyond the north-western corner of the site. A heritage statement has been submitted in support of the application. This has been considered by the Council's Heritage Officer who has had due regard to the duty under sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 of the local planning authority to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses and paragraphs 128-137 of the NPPF. The Cross currently backs onto a modern farm gate that splits a hawthorn hedge. The indicative plans submitted with the application suggest that this gate would be removed and the hedgerow continued. This could be secured at reserved matters stage should outline permission be granted. The indicative plans suggest that the proposed development itself would be some distance away and would be screened to some extent by landscaping. The Catterall Cross is not actually situated in its original location having been moved some 20-30m by the parish council in 1984. In light of these considerations, it is felt that the development would not have a material impact upon the appearance or setting of the Cross and so there would be no impact on its significance as a heritage asset.

#### ACCESS, PARKING AND HIGHWAY SAFETY

9.18 The site is proposed to be accessed off an approved access onto Daniel Fold Lane and a new access onto the A6. This would allow the site and the adjacent site with the benefit of planning permission (14/00681/OULMAJ) to have two points of access. Given the overall scale of development that could potentially come forward

here, a two point access strategy is considered appropriate by LCC Highways. The developer has proposed a new priority junction with ghost right turn lane onto the A6 to serve the site. LCC Highways advise that the sightlines for a 50mph road would be 148m in both directions and the submitted plan indicates that these can be achieved. It is expected that a traffic island would be necessary to manage traffic speeds and offer protection for right turning vehicles into the site. The scheme does not indicate how, with the removal of the well-used existing on-road cycle lanes, cyclists are to be catered for. LCC Highways have clarified that the siting of a refuge and making provision for cyclists would form part of the detailed design and are satisfied that this can be achieved within existing highway limits.

9.19 A Transport Assessment has been submitted. Together with further work undertaken by 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 21 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 may be able to 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. 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.

9.20 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. County Highways do raise concerns that the developer offers nothing to improve pedestrian, cycling or public transport infrastructure / services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. In order that the development is able to "make the fullest possible use of public transport, walking and cycling" as required by the NPPF (paragraph 17), LCC would expect to see the upgrading of the bus stops on the A6 eastbound and westbound near to the development site. This can be secured by condition / s278 works. LCC also state such a condition / s278 works should also require further consideration of the pedestrian/cycle impact of the proposals and necessary provision and a Stage 1 Road Safety Audit to be provided as part of the access proposal.

9.21 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 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. 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.

9.22 It is noted that the Public Rights of Way Officer at LCC has raised objection to the scheme based on the anticipated increase in use of the designated footpaths and the lack of detail within the application relating to their upgrade. Policy TREC12 of the adopted Wyre Borough Local Plan does presume against development proposals that would adversely affect an existing right of way. Whilst the concern for the potential impact on the footpaths is appreciated, this is an outline application with all matters apart from access reserved. There are no proposals to change the present footpath access points in to the site and the treatment of the public footpath within the site can be controlled at the reserved matters stage it is not, therefore, considered that the application could reasonably be refused on this basis. Instead, a condition should be attached to any permission granted to require the agreement and implementation of a scheme of works to upgrade the existing public rights of way. This would improve pedestrian access through and around the site and increase the accessibility and therefore sustainability of the development.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.23 The application has been considered by the Greater Manchester Ecology Unit and the information submitted is judged to be acceptable. It is noted that the site has low potential to support protected species other than nesting birds and foraging bats. None of the hedgerows on site can be classified as important but they nevertheless represent the best habitat for foraging bats and so should be retained and enhanced where possible. Precautions to adequately protect nesting birds from vegetation clearance could be secured through condition. Equally, and whilst the risk is perceived to be relatively low, precautions to protect amphibians could be secured through condition. Again the retention and improvement of the trees and hedgerows on site together with appropriate additional compensatory planting would benefit such species.

9.24 Despite the limited ecological quality of the site, it is acknowledged that the development would result in the loss of some habitat with consequential impacts on biodiversity and 'openness'. GMEU therefore recommends that some 10% of the land area be provided as high quality green infrastructure. This would equate to an area of 0.35ha. The public open space requirement for the site is some 0.26ha and there would be opportunity for mixed use amenity/habitat space to be provided. The layout of the development is not a matter for consideration at this stage. However, it is considered that there is sufficient space available for the necessary habitat to be provided. Subject to the imposition of conditions to protect habitats, nesting birds and amphibians as well as require a Construction Environmental Management Plan and biodiversity enhancement scheme, no unacceptable ecological impacts are anticipated.

9.25 The submitted tree survey has been considered and agreed by the Council's Tree Officer and is agreed. Some of the trees on site are protected by Tree Preservation Orders. Providing the Tree Protection Plan is followed in full, it is considered that the retained trees would be adequately protected. Whilst the hedgerows cannot be classified as important under the provisions of the Hedgerows Regulations 1997, they are nevertheless significant in length at around 200m and constitute UK BAP priority habitat. These hedgerows should be retained wherever possible. If loss is unavoidable, this should be mitigated with replacement planting as part of a detailed landscape plan. The retention of the existing hedgerows or the provision of suitable mitigation planting could be secured by condition and at reserved matters stage. The Council's tree officer has not objected to the scheme and, subject to the imposition of appropriately worded conditions, no unacceptable arboricultural impacts are anticipated.

## FLOOD RISK AND DRAINAGE

9.26 The application site lies within Flood Zone 1 and therefore has a low probability of flooding. As the site exceeds 1ha in area, a flood risk assessment (FRA) has been submitted. There is no requirement for the applicant to demonstrate accordance with the sequential or exceptions tests with regard to flood risk. United Utilities, the Lead Local Flood Authority, the Environment Agency and the Council's drainage officer have considered the application and are satisfied that, subject to the imposition of appropriate conditions, the development would not be at an unacceptable risk of flooding and would not lead to increased flood risk elsewhere.

## 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.

9.28 With regard to air quality, the submission has been considered by the Council's Environmental Protection team. A number of conditions have been requested to secure a dust management plan, a scheme for the provision of electric vehicle charging points, and a travel plan. The conditions to require a dust management plan and travel plan are considered reasonable and it is noted that a travel plan is also required by Highways England. The reasoning behind the request for a condition requiring a scheme for the provision of electric vehicle charging points is understood but officers are mindful that the site is not within or in close proximity to a defined Air Quality Management Area. Furthermore, the Council has no adopted planning policies that relate to the provision of electric vehicle charging points. On

this basis, it is not considered that it would be reasonable for the Council to impose this condition on this development. Nevertheless, given the absence of any established impact on a defined Air Quality Management Area, it is not considered that the proposal could reasonably be resisted on air quality grounds.

9.29 The potential for the site to be subject to land contamination is considered to be low but, in accordance with the precautionary principle, it is considered that further site investigation should be undertaken. Should members be minded to support the application, a condition could be attached to any permission granted to secure these works, appropriate gas monitoring and the maintenance of a watching brief. On this basis, it is considered that human health and the environment could be adequately safeguarded against potential land contamination.

## AFFORDABLE HOUSING, INFRASTRUCTURE PROVISION 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 2014 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 application proposes up to 66 dwellings which would equate to a requirement for 20 affordable units. These should be provided on-site and the Affordable Housing Officer advises they should consist of an even split of intermediate housing for sale and housing made available on an affordable rent basis. The affordable units should be a mixture of two and three bedroom of appropriate standard. This could be secured through condition and the applicant has indicated agreement in principle.

9.31 On the basis of the information provided, Lancashire Education Authority would require a financial contribution of £305,235 to fund the provision of 25 additional primary school places in the local area. No contribution towards secondary school provision would be sought at the current time. However, this would need to be reassessed at the point of determination and when accurate bedroom information became available. At this point a specific school development project would also be identified. Dependent upon the outcome of other pending decisions in the area, a contribution of £183,972.80 may be required toward secondary school provision. A reassessment / named project will be reported on the Committee Update Sheet. These monies would be secured through a S106 legal agreement.

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 66 units would equate to a requirement of 0.264ha. The indicative layout plan submitted with the application shows some 0.16ha of public open space. This would fall short of the amount required for a development of the scale proposed. The applicant has sought to make the argument that, because public open space in excess of the minimum requirement was proposed on the recently approved development to the north, a shortfall in this instance would be acceptable. However, whilst it is acknowledged that two applications have been submitted by the same applicant, there is no formal link between them and nothing to ensure that they are developed as a single development. As such, the oversupply in respect of one cannot offset a shortfall in the other. Nevertheless, it is recognised that this application is for an outline permission that would agree the matter of access only with layout left for later consideration. It is considered that the requisite amount of public open space could

be delivered on the site albeit that this may necessitate alterations to the housing mix or numbers. This can 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.

## ASSESSMENT 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 agricultural land that would result is not considered to weigh notably against the proposal. The site falls outside of any Minerals Safeguarding Areas and so the development would not compromise any mineral extraction. Some employment would be created through the construction process and future residents would support local businesses and public services. The proposed medical centre would also create some employment opportunities although as previously stated this proposed facility should be given limited weight. As such the scheme is considered to be economically sustainable.

9.36 The site is not designated for its landscape or environmental value. Through the imposition of appropriate conditions, biodiversity on the site could be safeguarded and enhanced and trees and hedgerows protected as appropriate through the agreement of a suitable landscaping scheme. The proposal would have a detrimental impact on the character of the immediate area and this would weigh against the proposal. However, it is considered that the extent of impact would be limited and that the character and function of the wider countryside would be preserved. Appropriate design could be secured at reserved matters stage. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. On this basis, the proposal is considered to be environmentally sustainable.

9.37 The proposed development would represent an extension to Catterall village. The provision of up to 66 new homes would make a significant quantitative contribution towards meeting the borough's housing requirement and weighs strongly in favour of the proposal. Affordable housing equivalent to 30% of the total residential development would be provided and an appropriate level of public open space could be secured in accordance with the Council's requirements. A financial contribution towards local education provision would be sought to meet the additional need for school places generated by the development.

9.38 The application proposes a mix of uses, namely housing and a medical centre. The provision of a medical centre on the site would have clear sustainability benefits as it would meet local needs, reduce the need for travel, provide some employment opportunity and enable increased social interaction within the community. However, the medical centre cannot be said to be required by the scale of residential development proposed and so its provision could not be secured by



condition. Furthermore, there is no support for this facility from the NHS Clinical Commissioning Group for North Lancashire or from Garstang Medical Centre. On this basis, it is considered unlikely that a medical facility would be delivered on the application site and so limited weight should be awarded to this aspect of the proposal in the planning balance.

9.39 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 21 two-way traffic impacts. Catterall is considered to be the second most sustainable settlement to support new development within the A6 corridor. There is a convenience shop including a post office, a restaurant, village hall, a play area and an employment area. This site, on the edge of the Catterall settlement, is considered to be the fourth 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, it could be supported to come forward on an unrestricted basis i.e. before junction 2 of the M55 and the PWD Route is committed. 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 and Development Plan and is therefore acceptable. No other material planning considerations have been identified that would outweigh this view and so outline planning permission should be granted.

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 not be subject to a Grampian style condition in relation to Junction 2 of the M55 and the Preston Western Distributor route being committed before this development could come forward.

## **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**

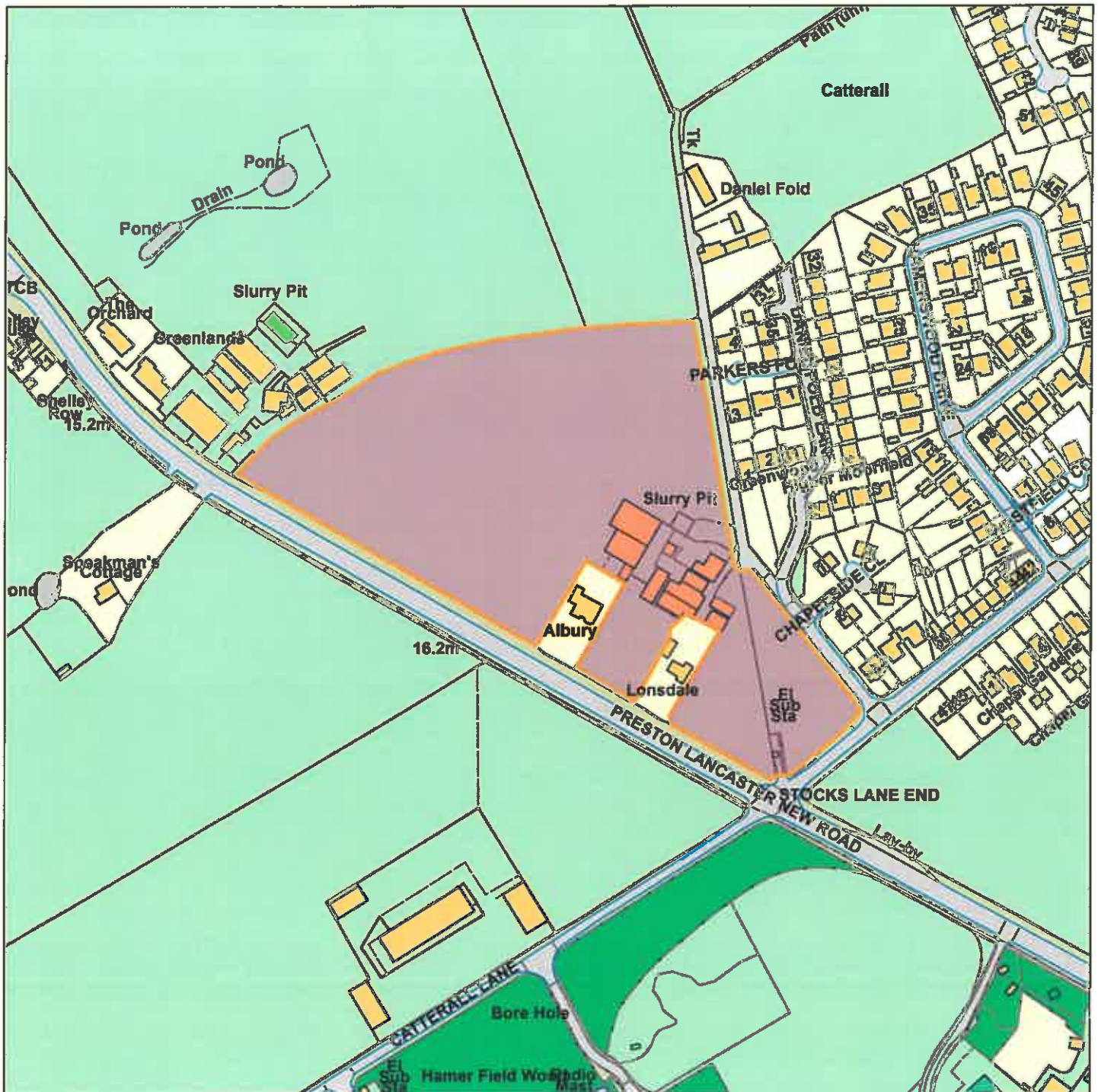
12.1 That members resolve to grant outline planning permission subject to conditions and a S106 legal agreement to secure appropriate financial contributions towards local education and sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision 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.

**Recommendation: Permit**

arm/rg/pla/cr/17/2203nc5

# Planning Committee

16/00144/OUTMAJ - Daniel Fold Farm, Catterall



Scale : 1:2971

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Organisation	Wyre Council
Department	Planning Department
Comments	Item 4
Date	13 March 2017
SLA Number	100018720

**Committee Report**

Date: 22.03.2017

<b>Item Number</b>	<b>05</b>
<b>Application Number</b>	<b>16/00625/OUTMAJ</b>
<b>Proposal</b>	<b>Outline application for a mixed use development of up to 72 dwellings and up to 320sqm (gross) retail floor space (Use Class A1) with associated access from the A6 (all other matters reserved).</b>
<b>Location</b>	<b>Land Off Garstang Road Barton Preston Lancashire PR3 5DQ</b>
<b>Applicant</b>	<b>Wainhomes (North West) Ltd</b>
<b>Correspondence Address</b>	<b>c/o Emery Planning Partnership Ltd Mr Stephen Harris Units 2-4 South Park Court Hobson Street Macclesfield SK11 8BS</b>
<b>Recommendation</b>	<b>Permit</b>

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

1.1 The application is before members for determination as 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 3.7ha of land in Barton. The site is bound to the east by the A6 and properties fronting the A6; by the main west-coast railway line to the west; and by open countryside to the north and south. The site currently comprises two managed fields that are bisected by a grassed access that leads from the A6 and over the adjacent railway line. A public right of way follows this access route. The field boundaries are largely defined by hedgerows that include some

trees. There is a watercourse that sinks below ground in the southern section of the site.

2.2 The site is grade 3 agricultural land. It falls outside of flood zones 2 and 3 and any Minerals Safeguarding Areas. There are no Biological Heritage Sites or trees subject to Tree Protection Orders either within or in close proximity to the site. There is a pond in the northern part of the site and a number of ponds to the west of the site with the closest approximately 85m away. There is a Listed Building in the form of a milestone some 60m to the south of the site on the western side of the A6.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 72 dwellings and the creation of a new local centre (Class A1 shops). The application seeks to agree the means of access to the site with all other matters reserved for later consideration. Access would be taken from the A6 opposite no. 674 Garstang Road.

3.2 The application is supported by a:

- Planning, affordable housing and design and access statement
- Agricultural land use assessment
- Ecological survey and assessment
- Road and rail noise assessment
- Air quality assessment
- Phase 1 geo-environmental desk study report
- Flood risk assessment and sustainable drainage assessment
- Transport assessment

### **4.0 RELEVANT PLANNING HISTORY**

4.1 No recent, relevant planning history has been identified on the application site.

4.2 15/00549/OUTMAJ – outline planning permission refused for 34 dwellings on the land immediately to the north of the application site on highway impact grounds.

4.3 16/00807/OUTMAJ – resubmission of 15/00549/OUTMAJ currently pending determination for up to 26 dwellings.

4.4 06/2015/0605 - outline application for up to 72 dwellings, new access from Garstang Road, internal access road, open space and landscaping on land nearby (not adjoining) to the south within Preston boundary – allowed on appeal.

### **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 1 relates to the building of a strong, competitive economy.

5.1.4 Section 2 seeks to ensure the vitality of town centres and states that main town centre uses should be developed in accordance with the sequential test. Where no local floorspace threshold is set, impact assessments should be provided for developments of more than 2,500sq m. Where an application fails to satisfy the sequential test, or is likely to have significant adverse impact on vitality or investment, planning permission should be refused.

5.1.5 Section 3 seeks to support a prosperous rural economy in order to create jobs and prosperity by taking a positive approach to sustainable new development. Sustainable growth and the expansion of all types of businesses through the conversion of existing buildings and the erection of well-designed new buildings are to be supported.

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

5.1.7 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.

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

5.1.9 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.

5.1.10 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.

5.1.11 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 Air quality – this section provides guidance on how planning can take account of the impact of new development on air quality with particular reference to the development management process.

5.2.3 Ensuring the vitality of town centres – this section explains the need to and ways in which the health of town centres can be safeguarded and clarifies the application and consideration of the sequential and impact tests.

5.2.4 Flood Risk and coastal change – this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.5 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.

5.2.6 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.

5.2.7 Open space, sports and recreation facilities, public rights of way and local green space – this section explains how such areas and facilities should be taken into account in planning decision-making.

5.2.8 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.

5.2.9 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.10 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
- TREC12 – Public rights of way
- CIS6 - 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
- CS8 – Strategy for central rural plain
- CS13 – Sustainable development
- CS14 – Quality of design
- CS16 – Transport, accessibility and movement
- CS15 – Economy, regeneration and learning
- CS17 – Infrastructure and community facilities
- CS18 – Green infrastructure
- CS19 – Biodiversity and geodiversity
- CS20 – Housing mix
- CS21 – Affordable housing
- CS24 – The countryside
- CS25 – Flood risk and water resources

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies the site as potentially being suitable for housing development as part of area reference IO\_132. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.



## 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.

## 5.6 EVIDENCE BASE DOCUMENTS

5.6.1 WYRE AFFORDABLE HOUSING VIABILITY STUDY OCTOBER (2010) – this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings, although in some areas it would be a lesser percentage.

5.6.2 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.

5.6.3 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).

5.6.4 THE FYLDE COAST RETAIL STUDY 2011 (as updated in 2013 and 2015) –with regard to rural areas, this study noted that small scale enhancements to food-store provision on sites that relate well to existing centres and do not undermine their offer may be appropriate. It recognised that small-scale facilities to meet local, day-to-day, shopping needs are inherently sustainable and that there may be justification for the expansion of existing district and local centres, or the creation of new centres, to meet the needs of new large-scale developments.

5.6.5 WYRE LOCAL RETAIL FLOORSPACE THRESHOLD ADVICE NOTE (2015) – this note requires all planning applications for convenience and comparison goods retail developments exceeding 500sqm gross floorspace outside of defined centres to be accompanied by a retail impact assessment.

5.6.6 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. Barton is ranked tenth.

## **6.0 CONSULTATION RESPONSES**

6.1 MYERSCOUGH AND BILSBORROW PARISH COUNCIL – the development would have an unacceptable and severe impact upon the capacity of the strategic highway network, particularly at junction 1 of the M55, and would also have an unacceptable and severe impact on the local sewage system which is already overburdened. As such, the Parish Council objects.

6.2 BARTON PARISH COUNCIL – the existing traffic data is flawed as it implies that the Broughton bypass would reduce Barton traffic, the accident data does not match that on crash net and the trip generation figures do not appear to take into account the proposed shop. The development would increase congestion on the A6 and there is a lack of facilities such as schools, doctors and dentists in the area. On this basis, the Parish Council objects.

6.3 HIGHWAYS ENGLAND – no objection to the scheme in isolation subject to the imposition of a condition requiring a travel plan to be agreed and implemented. The transport assessment recognises the need to promote sustainable travel. The traffic count data was not derived within a neutral month and so the effects of variation should be considered. No assessment of junction 1 of the M55 has been carried out. The identified peak hour periods and committed developments are agreed. The trip rates presented are acceptable but information in relation to the retail use should be provided. The predicted trip distribution is agreed. Based on the information available, it is calculated that the development would increase the number of vehicles on any one slip of junction 1 by 6 in the peak hour. This is unlikely to result in a severe impact on the strategic road network. A travel plan is required. It is understood that this application along with others in the area may have a cumulative impact on the strategic road network and the LPA may wish to consider this. A financial contribution towards highway improvement works at junction 1 may be required.

6.4 ENVIRONMENT AGENCY – no comment to make.

6.5 UNITED UTILITIES – no objection subject to the imposition of conditions requiring that foul and surface water be drained separately and that a surface water drainage scheme and a lifetime management and maintenance plan for that scheme be agreed. A public sewer crosses the site and nothing can be built within 3m of its centre line. United Utilities should be contacted at the earliest opportunity to discuss the potential for diversion. Deep-rooted shrubs and trees should not be planted within mature canopy width of UU infrastructure. UU water mains would need to be extended to serve the site and a financial contribution may be required. Cover must not be compromised. Each unit would require a separate metered supply at applicant expense with all fittings to current standards. If a sewer is discovered, a building control body should be consulted. The drainage scheme should be designed in accordance with the established sustainable drainage hierarchy. Justification is provided for the requested conditions.

6.6 NETWORK RAIL – the site is adjacent to an existing operational railway and two bridges. One is for pedestrian use only and no comments are made. The other bridge can accommodate vehicle traffic. No objection is raised but the developer must contact Network Rail. The development must not compromise the safety, operation or integrity of the railway or any infrastructure, land or structures. No physical encroachment or over-sailing must occur. The developer would be liable for all costs incurred. A Network Rail Risk Assessment and Method Statement are required for all works within 10m. A Party Wall Act notification must also be served on

Network Rail for works adjacent to the boundary. Any fencing must be entirely within the application site and acoustic fencing over 1.8m high must be agreed. Scaffolding within 10m of the boundary must not over-sail the railway and protective netting must be installed. A 3m failsafe zone must be maintained between the maximum height of the scaffolding poles and the railway. A method statement must be agreed for the use of any vibro-compaction/piling machinery. All surface water must be directed away from the railway. Soakaways cannot be constructed within 10m of the boundary or where it would affect the stability of Network Rail property. No water should discharge in the direction of the railway. Consideration should be given for the potential for infiltration to affect Network Rail land. Full drainage details should be agreed with Network Rail and a condition is requested to this effect. Development should not increase flood risk on Network Rail land. Any excavations and earthworks within 10m would require agreement and an appropriate conditions is requested. A gap of at least 2m should be maintained between development on site and the boundary to allow access. Building collapse on site should not affect Network Rail land and structures should not facilitate trespass. Appropriate measures should be provided to ensure the railway does not result in unacceptable noise or vibration nuisance to future residents. No trees should be planted next to the boundary. Planting should be set away from the boundary by a distance equal to the expected mature growth height.

6.7 THE RAMBLERS ASSOCIATION – no comments received in time for inclusion in this report.

6.8 LANCASHIRE COUNTY COUNCIL (HIGHWAYS) –

6.8.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

### 6.8.2 (A) Main Site Access Strategy

Although the A6 is a strategic route, Manual for Streets / Manual for Street 2 (MfS/MfS2) are considered the appropriate guidance documents at this location, rather than Design Manual for Roads and Bridges (DMRB). No speed surveys were provided but surveys submitted with other applications on this section of the A6 suggest 85th percentile vehicle speeds (in wet conditions) to be 44.4mph (northbound) and 43.8mph (southbound), using the methodology of MfS/MfS2, mean sightlines should be 121m and 119m, which are in line with those provided by the applicant. As part of the access arrangements, the developer is proposing to provide a pedestrian refuge south of the site access on the A6. Whilst this may be beneficial in slightly reducing speeds closer to the speed limit, the scheme would reduce facilities for cyclists, which will need to be addressed. Improved provision for cyclists around and across the proposed new junction is required. The submitted TA says that the ghost island to be provided at the new access junction will be in accordance with DMRB TD 42/95, which is welcomed but the rest of the new access junction should be constructed to these standards as well, including corner radii and lane widths.

(B) Transport Assessment (TA) - A brief TA, largely appropriate for this scale of development but missing some key issues, has been provided. Consideration has been given to other committed developments which impact on the A6 corridor, but the list used is not complete and doesn't include all the developments identified in this response. Traffic Growth and Assessment Years – There are errors in the traffic growth factor calculations but these do not make a material difference to the conclusions reached. The assessment years, up to 2021, are not unreasonable for this scale of development. The trip rates provided are slightly different from the trip rates that LCC have accepted for other development on the A6 corridor and for a consistent approach the following trip rates should be used.

Peak Hour	Arrivals	Departures
08:00 – 09:00	0.140	0.445
17:00 – 18:00	0.437	0.226

Using the revised trip rates increases 2-way vehicle trips in the AM peak from 40 to 42 (5%) and in the PM peak from 42 to 48 (14%). The information provided on trip distribution, is broadly in line with what is expected at this location. The TA identifies 4 injury accidents in the vicinity 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. No off site highway works other than the site access are proposed as part of this development. The submitted junction operational assessment raises no major concerns around the safe operation of the site access. What is of concern is the cumulative impact of development traffic on the A6 corridor.

Site accessibility - 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 TA the developer states, with respect to accessibility, that the site is accessible by sustainable modes of transport, in compliance with national and local policy on transport. There are limited opportunities for a significant number of journeys to be made by walking or cycling from this development, although the inclusion of a food retail/convenience store within the development may reduce outgoing trips but may also increase incoming trips. The lack of employment opportunities within a 12 minute walking time will limit walking trips, while the on-road cycle path stops approximately 2km north of

the site, which will discourage less confident cyclists. The nearest bus stops (northbound and southbound) are located 50m from the proposed site access, with all proposed plots 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. The developer has offered to upgrade these stops.

Update to comments above – 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.

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

(D) S278 Works - The construction of the site access works 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.

(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. A considered and co-ordinated request for s106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).
- Also,
- Request from PROW team for £24,850 to upgrade footpath 23.

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 39 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.9 LANCASHIRE COUNTY COUNCIL (FLOOD) – No objection, surface water should be managed in a sustainable manner to mimic natural flows as close to the surface as possible whilst reducing flood risk. Best practice guidance should be followed. Run-off should be restricted to greenfield rates where practicable. The applicant must demonstrate compliance with the established sustainable drainage hierarchy and show that infiltration is not practicable before an alternative solution is proposed. The scheme should take into account exceedance, the natural topography of the site and the potential for flow balancing. Guidance is available. A flood risk assessment should be carried out with flood risk calculated for a range of events. The development should not result in deterioration in the quality of any water body. Pollution control measures may be required and the applicant is advised to contact the LLFA in the first instance. Any works to or around a watercourse may require land drainage consent. Applications to culvert watercourses will generally be refused. Watercourses have the potential to support biodiversity and so an appropriate ecological assessment should be carried out. Permeable driveways should not be included in drainage calculations and permeable highways should be agreed with the LHA. No objection is raised subject to the imposition of two conditions requiring that a surface water drainage scheme and a plan for the lifetime management and maintenance of that scheme be agreed. Two advice notes relating to drainage connections are also requested.

6.10 LANCASHIRE COUNTY COUNCIL (EDUCATION) – based on the information submitted and assuming that all properties would offer four bedrooms, the development proposed would not require any contributions towards primary or secondary school provision at the current time. However, depending upon the determination of other applications pending consideration in the area, a requirement for 27 additional primary school places could emerge. This would warrant a financial contribution of £363,812.31. As there are a number of applications pending consideration in the area at the current time, this contribution may have to be reassessed once those schemes have been determined.

6.11 LANCASHIRE COUNTY COUNCIL (PUBLIC RIGHTS OF WAY OFFICER) – the development does not appear to encroach onto the footpath and part of it would be incorporated into the estate road. It should be confirmed if this would be included in a S38 agreement as the PROW team would not accept responsibility for a vehicular route. If this section of footpath were not covered by a S38 agreement, objection would be raised. The footpath through the site should be surfaced to a minimum width of 2m. The footpath away from the estate road should be 2m in width with a 1m verge on each side. The development would increase demand for access to Lancaster Canal. As such, a contribution of £24,850 should be sought towards the resurfacing of this section of footpath beyond the site.

6.12 GREATER MANCHESTER ECOLOGY UNIT (GMEU) –

6.12.1 The information submitted has been produced by suitably qualified ecologists to appropriate and proportionate standards. No further work is necessary. Additional surveys for nearby sites are also available for consideration. There is a pond on the site and further ponds to the west. It is unlikely that amphibians would cross the railway line to access the pond on site. This pond appears to be seasonally temporal and does not support amphibians. Three further ponds to the east also have low potential to support great crested newts. The site does not support optimum

habitat for newts with the exception of the hedgerow boundaries that are proposed for residential. The scheme therefore poses low risk to great crested newts. Nevertheless it is an offence to harm a newt and so if one is found, work should cease and a suitably licenced ecologist consulted. The method statement within the ecology report should be followed and this should be secured through condition. The loss of the existing pond is disappointing. Ponds are valuable for biodiversity and a replacement pond should be provided.

6.12.2 A number of trees on site are high risk for bats and would require further survey if proposed for removal. A condition should be attached to any permission granted to require the retention of the trees identified in the ecological report unless otherwise first agreed. The hedgerows should be retained wherever possible and any lost hedgerow replaced. Lighting schemes should be sympathetic and void direct illumination of hedgerows. Nesting birds are protected and so no vegetation clearance should take place between March and July unless an ecologist has confirmed that no nesting birds are present. There is a risk to mammals such as hedgehogs and badgers during construction and so an appropriate advice note is recommended. Biodiversity enhancement would be required to compensate for the loss of habitat. A Landscape Creation and Management Plan should be secured through condition. This should include mitigation planting, provision of bird and bat roosting opportunities, and the enhancement of hedgerows and wetland habitats. Subject to these conditions, no objections are raised.

6.13 PRESTON CITY COUNCIL – no objection in principle. However, there is the potential for the development to raise significant issues in relation to the strategic highway network and so Highways England and LCC as the Local Highway Authority should be consulted. Preston City Council has recently refused outline planning permission for 72 dwellings on land to the south under ref. 06/2015/0306. This decision is subject to an appeal (ref. APP/N2345/W/15/3130341) which is yet to be determined.

6.14 LANCASHIRE CONSTABULARY – there have been instances of crime including burglary in the area. Doors and windows should be to appropriate standards. Rear boundary treatments should be 1.8m high, recommended 1.5m solid fence with 0.3m trellis, with a 1.8m high lockable gate fitted flush with the front elevation. Dwellings and garages should have dusk-until-dawn lighting and alarms. CCTV and monitored intruder attack alarms are recommended for the village centre along with doors and windows to appropriate standards. Openings on rear elevations should have a shutter or grille.

6.15 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – the site is in flood zone 1 meaning it is at low risk of flooding. Initially raised objection on the basis that full surface water drainage plans, including details of where the watercourse discharges to, should be submitted for approval. Following the provision of additional information this objection has been removed. Full surface water details must still be agreed and it is recommended that consideration be given to replacing or repositioning the existing stone culvert as part of the new surface water drainage strategy.

6.16 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE/ODOUR/DUST/LIGHT) – with regard to noise, the conclusions of the noise assessment are agreed. However, as this is an outline application, the details of design have not been finalised and so conditions should be attached to any permission granted to ensure that appropriate noise levels are not exceeded. An artificial light assessment would be needed to ensure that external lighting would not

be intrusive to sensitive premises. Lighting should be provided in accordance with best-practice guidelines and this should be conditioned. In order to minimise the impacts of construction noise, vibration, dust and lighting, a construction management plan should be required by condition.

6.17 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – should permission be granted, a condition should be imposed to require a full desk top study and watching brief and the standard advice notes should be included. The desk study submitted is based on a Groundsure report but is significantly augmented by a walkover. There is the potential for made ground on site as well as areas of significant standing water. The study concludes that the site poses a relatively low risk and this appears reasonable. However, it is not clear why the potential risk from the garages on the opposite side of the A6 has been dismissed and this should be clarified. The preliminary conceptual site model is welcomed. This identified as moderate/low risk from contaminated soil and from toxic and explosive gasses. The potential sources of contamination are not identified and so the proposed analytical suite should be provided for approval along with the detailed sampling strategy proposals. It is noted that there may be a requirement to provide appropriate gas monitoring points and these details should be agreed. The responsibility for the safe development of the site rests with the developer.

6.18 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) – it is recommended that a condition be attached to any permission granted to require that any dwelling with a dedicated parking space be provided with an electric vehicle charging point. This is considered to be necessary in accordance with paragraph 35 of the NPPF and best-practice guidance.

6.19 WBC SERVICE DIRECTOR – PEOPLE AND PLACES (PARKS AND OPEN SPACES) – the size, species and planting specification appear to be satisfactory. The public open space shown appears to be partly adjacent to a culvert with one seeming to serve only three dwellings. It must be clarified if a management company would be established to ensure the management and maintenance of the public open space.

6.20 WBC SERVICE DIRECTOR – PEOPLE AND PLACES (TREES) - a condition should be attached to any permission granted to require a full tree survey. This should include a consideration of arboricultural implications, a tree protection plan and, if any development would encroach on root protection areas, an arboricultural method statement. This should also cover hedgerows. The ecological report submitted indicates that none of the hedgerows on site are 'important' as defined by the Hedgerow Regulations. The indicative plan shows that a number of gaps would be formed in the hedgerows to create accesses. The submitted landscape plan shows that new native hedgerow would be provided in mitigation along with new native tree planting throughout the site. This is considered to be acceptable.

6.21 WBC SERVICE DIRECTOR – PEOPLE AND PLACES (COAST AND COUNTRYSIDE) – no comments received in time for inclusion in this report. Any comments that are received in advance of the Committee meeting will be reported through the update note.



## 7.0 REPRESENTATIONS

7.1 46 representations, including eight copies of the same letter, have been received raising the following issues:

- Contrary to planning policy
- No need for the housing
- No need for the shop
- Development of greenbelt
- Loss of greenfield land
- Loss of agricultural land
- Over-intensive development, out-of-keeping with context
- Cumulative impact with other developments
- Impact on character of area
- Visual impact, including on the local country park
- Inadequate facilities and services in area to support the development, residents would be car dependent
- Strain on existing health and education provision
- No employment provision in the area
- Existing roads are inadequate to support the development, particularly the local roads
  - Existing public transport is inadequate
  - Lack of pedestrian crossing points, particularly for wheelchair users
  - Increase in traffic
  - Existing traffic speeds
  - Impact on highway safety, particularly for pedestrians and children
  - Increased parking on A6
  - Increased congestion
  - Impact on the public right of way
  - Damage to private property from traffic due to existing road condition
  - Inadequate parking would be provided
  - Existing drainage and sewers inadequate
  - Increased flood risk
  - Increased noise, disturbance and pollution
  - Impact on air quality
  - Impact on wildlife and habitat
  - Impact on security
  - The information submitted is considered to be misleading
  - Alternative sites would be preferable
  - Wyre and Preston Councils should be working together
  - Inadequate consultation
  - There would be no benefits to local residents
  - The recent closure of The Boars Head public house undermines the claim that Barton provides local employment and amenity. This will also result in loss of the car park used to visit the church

7.2 With regard the above issues members should note that the site does not fall within the greenbelt. Damage to private property is not a planning consideration; it is a matter for resolution between the private parties involved. Preference for alternative site and schemes cannot be taken into account, the submitted application must be determined on its own merits. Wyre Council has consulted Preston City Council on this application. The Council cannot require applicants to undertake public consultation prior to making a submission.

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 has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of development
- Housing land supply
- Impact on the countryside
- Loss of agricultural land and impact on mineral resources
- The acceptability of the retail unit
- Housing density and mix
- Amenity impact
- Landscape and visual impact
- Access, parking and highway / railway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Infrastructure provision and obligations
- Sustainability and planning balance

## **PRINCIPLE**

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 Barton tenth in the rank of borough settlements and third 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 sustainability.

#### HOUSING LAND SUPPLY

9.3 The housing requirement for the borough was originally set out in Policy H1 of the Local Plan. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS) which was subsequently revoked in May 2013. As the emerging Local Plan is not yet adopted, the borough does not have an established housing requirement. The Fylde Coast Strategic 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. The scheme proposed would provide 72 new homes on the site which would represent a significant quantitative contribution towards meeting the boroughs housing requirement weighing clearly in favour of the application.

#### IMPACT ON THE COUNTRYSIDE

9.5 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.

9.6 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met and sustainable economic growth to be delivered in line with the requirements of the NPPF. It is therefore inevitable that the character of the wider countryside will experience some erosion around existing settlements.

9.7 The application site is bounded by the main-line railway line to the west and the A6 to the east. The main body of the settlement of Barton lies to the north and on the opposite side of the A6 to the east. There is open countryside to the north and south with some ribbon development along the western side of the A6. Given its

location, whilst the development would represent an incursion into open countryside, it would naturally be contained by existing infrastructure. The development would not extend beyond the southern limit of Barton village which, as a settlement, would remain detached and surrounded by open countryside on all sides. On this basis, no unacceptable impact on the character or appearance of the wider countryside is anticipated. Nevertheless, it is recognised that a localised impact would result and that this would weigh against the proposal.

## LOSS OF AGRICULTURAL LAND

9.8 The application site falls within Agricultural Classification Grade 3b according to the relevant report submitted with the application. Grades 1, 2 and 3a are considered to be the best and most versatile land; it therefore does not fall into this category and so the loss of such land does not require further consideration in accordance with paragraph 112 of the NPPF. Within the Wyre borough there are substantial tracts of grade 2 land along with large areas of grade 3 land. The application site is only 3.7ha in area. As such, its loss as agricultural land is not considered to weigh notably against the proposal.

## RETAIL UNIT

9.9 The application includes the provision of a village shop and the indicative layout plan submitted shows this fronting the A6 immediately to the south of no. 737. Whilst the provision of a local convenience store would enhance the sustainability of the proposal, this must be considered against the commercial reality of such provision. The number of residential units proposed may not, in themselves, justify or support the creation of a retail unit. As such, the Council could not reasonably condition the provision of the unit to be delivered in conjunction with the residential development. However, the applicant will agree to a condition reserving the area size of land indicated on the illustrative layout for a possible small-scale retail development including associated parking should there be a demand / need for this in the future.

9.10 Ordinarily, new retail development must be located in accordance with a sequential test with order of preference given to existing centres and then edge-of-centre and sustainable out-of-centre locations. The potential impact on the health of existing centres must also be considered. Barton as a settlement does not have a defined town or shopping centre. The unit proposed, by virtue of its scale, is clearly intended to serve a local, predominantly walk-in or drive-by catchment. The Council's retail study identifies that small-scale facilities to meet local, day-to-day shopping needs are inherently sustainable and can be justified to support new, large-scale developments. Given the nature of Barton and the proposal, and the distance to the nearest defined shopping centre, it is not considered that a sequential appraisal is necessary. In 2015 the Council adopted a threshold of 500sq m below which retail impact assessments are not required. A condition could be attached to any permission granted to ensure that the store proposed would not exceed this limit. Such a restriction would also ensure that the unit remained of a suitable scale to target local, convenience needs. The provision of a retail unit on site would be considered to be acceptable in principle. Whilst the delivery of this unit would not be tied to the delivery of the residential development, some weight can be given to its inclusion in the scheme in terms of land being reserved for this use in the planning balance.

## HOUSING DENSITY AND MIX

9.11 The application proposes the provision of 72 dwellings on a 3.7ha site. This equates to a gross housing density of 19.5 dwellings per hectare. This is considered to be reasonable given the location of the site on the periphery of a rural settlement as it would make efficient use of the land whilst respecting the local context and semi-rural character of the surroundings. The design and access statement submitted with the application suggests that a mix of family housing would be provided on site. Whilst the illustrative plan shows a predominance of larger, detached family homes and that more smaller properties would need to be provided in line with the SHMA evidence of need, it is considered that an acceptable housing mix could be secured at reserved matters stage should the Council be minded to grant outline planning permission.

## IMPACT ON AMENITY

9.12 The application seeks to agree the principle of development with layout reserved for later consideration. However, the site adjoins the main railway line and would be set back only by a short distance from the A6. Future residents would therefore potentially be subject to noise nuisance from both of these sources. The application has been considered by the Council's Environmental Protection team and the conclusions of the submitted noise assessment are generally agreed. The mitigation principles relating to glazing and acoustic fencing can be secured by condition. It is considered that, subject to appropriate design and the imposition of suitable conditions on any permission granted, no unacceptable impact on residential amenity from noise nuisance would result. The A6 is a busy road and so any noise or activity generated by the use of the development would not be expected to cause an increased level of disturbance to nearby neighbours sufficient to warrant refusal. The proposed retail unit could be a potential source of conflict and noise nuisance, particularly with regard to deliveries and activity in the early morning and late evening. However, it is considered that suitably worded conditions could be attached to any permission granted to ensure that the scheme would not generate undue noise nuisance.

9.13 Should outline permission be granted it is considered that appropriate levels of daylight, outlook and privacy could be secured for future occupants through the agreement of a suitable layout at reserved matters stage. It is also considered that the residential amenities of nearby neighbours could be adequately safeguarded through the maintenance of appropriate separation distances as part of the agreement of layout. A lighting scheme could be agreed to prevent unacceptable light spillage. A condition could also be attached to any permission granted to require the agreement of a construction management plan to control dust generated during construction. The submitted plans show that the site access would be positioned so as not to be directly opposite habitable room windows in the house on the eastern side of the A6. Consequently, no unacceptable impacts arising from headlight glare are expected. In light of the above, no unacceptable amenity issues are identified.

## LANDSCAPE AND VISUAL IMPACT

9.14 The layout, scale and appearance of the proposed development are not matters for consideration at this stage and no landscape and visual impact assessment has been submitted. However, it is considered that the visual impacts of the scheme can be adequately assessed on the basis of the information available. The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently

undulating landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15d: Coastal Plain: The Fylde. This is defined as gently undulating farmland divided by ditches and hedgerows with a high density of small ponds, woodland blocks and red-brick buildings. The site at present is bound by the main railway line to the west and the A6 to the east. There are hedgerows along the site boundaries and within the site defining the field boundaries and these contain some trees. Whilst these are of local landscape value, the site as a whole is not considered to offer significant, wider landscape value. It is not nationally, regionally or locally designated.

9.15 The site is clearly visible from the railway line and from the A6 on the approach in either direction. The main body of Barton lies on the opposite side of the A6 to the north-east but it is recognised that planning permission was granted on land to the north of the site for the erection of 29 dwellings in 2015 (ref. 15/00072/FULMAJ) and on land to the south of the site in Preston for the erection of up to 72 dwellings in 2016 (ref. 06/2015/0306 – allowed on appeal). There is also sporadic frontage development along the western side of the A6. The land immediately to the north of the application site is currently subject to an application for planning permission for residential development (ref. 16/00807/OUTMAJ). The adopted Local Plan for Wyre defines a tight settlement boundary for Barton and all of the above referenced schemes fall outside of this area. It is noted that the recently adopted Preston Local Plan defines the settlement of Barton as a much wider area that includes the main body of the village to the north-east but also a somewhat detached area of development known as Newsham to the south. This also encompasses the frontage development between the two along the A6. As such there is no requirement to maintain a physical separation between the two areas. On the approach from both the north and south therefore, assuming the other development is implemented and in the context of the existing built form, the scheme proposed would be viewed as a continuation of Barton village.

9.16 Views from the railway line would be fleeting as would those for vehicular users of the A6. As such no unacceptable impacts on these receptors are identified. There is a public right of way running east-west through the site. It is considered that the visual impacts on users of this footpath would be notable but only for the final 200m before it terminates at the A6. The impact on users of the footpath west of the railway track would be limited. It is recognised that the public right of way to the north-east on the opposite side of the A6 also passes through residential development before continuing into open countryside. Public rights of way pass through varied landscapes including more urban areas and this variation in context contributes to their character. On this basis, no unacceptable visual impact on this receptor is identified.

9.17 It is accepted that the development would have a visual impact on surrounding residential properties and pedestrians, cyclists and other road users in the immediate vicinity. This would weigh against the proposal.

#### ACCESS, PARKING AND HIGHWAY / RAILWAY SAFETY

9.18 The site is proposed to be accessed off the A6. LCC Highways advise 85th percentile vehicle speeds (in wet conditions) to be 44.4mph (northbound) and 43.8mph (southbound), and so sightlines should be 121m and 119m, which are in line with those provided by the applicant. As part of the access arrangements, the developer is proposing to provide a pedestrian refuge south of the site access on the A6. Whilst this may be beneficial in slightly reducing speeds closer to the speed limit, the scheme would reduce facilities for cyclists, which will need to be addressed.

Improved provision for cyclists around and across the proposed new junction is required. The submitted TA says that a ghost island is to be provided at the new access junction will be in accordance with technical standards, which is welcomed but the rest of the new access junction should be constructed to these standards as well, including corner radii and lane widths. LCC offer no objection to the proposed access, with details to be agreed by condition / s278 works.

9.19 A Transport Assessment has been submitted. Together with further work undertaken by 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 39 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 may be able to 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. 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.

9.20 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. County Highways have advised there are limited opportunities for a significant number of journeys to be made by walking or cycling from this development, although the inclusion of a retail/convenience store

within the development may reduce outgoing trips but may also increase incoming trips. The lack of employment opportunities within a 12 minute walking time will limit walking trips, while the on-road cycle path stops approximately 2km north of the site, which will discourage less confident cyclists. The nearest bus stops (northbound and southbound) are located 50m from the proposed site access, with all proposed plots 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 LCC expect to be provided to improve accessibility at these stops for a wider range of users. The developer has offered to upgrade these stops. In order that the development is able to "make the fullest possible use of public transport, walking and cycling" as required by the NPPF (paragraph 17), upgrading of bus stops can be secured by condition / s278 works.

9.21 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 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. 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.

9.22 The Public Rights of Way Officer at LCC has noted that the development does not appear to encroach onto the public footpath and part of it would be incorporated into the estate road. They request confirmation if this would be included in a S38 agreement as LCC would not accept responsibility for a vehicular route. If this section of footpath were not covered by a S38 agreement, objection from LCC would be raised. They go on to advise the footpath away from the estate road should be 2m in width with a 1m verge on each side. The development would increase demand for access to Lancaster Canal. As such, LCC consider a contribution of £24,850 should be sought towards the resurfacing of this section of footpath beyond the site. Policy TREC12 of the adopted Wyre Borough Local Plan does presume against development proposals that would adversely affect an existing right of way. Whilst the concern for the potential impact on the footpath is appreciated, this is an outline application with all matters apart from access reserved. The treatment of the public footpath within the site can be controlled at the reserved matters stage. It is not, therefore, considered that the application could reasonably be refused on this basis. Instead, a condition should be attached to any permission granted to require the agreement and implementation of a scheme of works to upgrade the existing public rights of way. This would improve pedestrian access through and around the site and increase the accessibility and therefore sustainability of the development. A contribution of £24,850 towards the resurfacing of this section of footpath beyond the site to improve access to Lancaster Canal will be secured by s106. Network Rail offers no objection to the development in terms of impact on railway safety subject to the developer working with them and entering into appropriate working arrangements. This can be added as an informative.



## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.23 Greater Manchester Ecology Unit has considered the ecological information submitted and judged it to be acceptable. It is noted that most key landscape features are proposed for retention with the exception of a pond towards the northern part of the site. It is acknowledged that some low value habitat would be lost but that scope for appropriate mitigation exists. The proposed development is considered to pose a low risk to great crested newts but a condition is nevertheless proposed to ensure that construction proceeds in accordance with the submitted method statement. The loss of the existing pond on site is considered to be disappointing and it is recommended that a replacement pond be provided. This could be secured by condition / at the point of detailed design should outline permission be granted. Appropriate conditions are recommended to safeguard any bats or nesting birds on site. An advice note relating to the protection of small mammals is recommended. Subject to the imposition of these conditions and based on the information provided, no unacceptable ecological impacts are anticipated.

9.24 The application has been considered by the Council's Tree Officer who has noted that a number of mature trees and hedgerows are present on site. The submitted access plan demonstrates that with the exception of a section of hedgerow equivalent to the new site access width being formed, no additional hedgerow along the site frontage will need to be removed to accommodate the necessary sightlines. Subject to the imposition of a condition on any permission granted to require the agreement of a tree survey, arboricultural impact assessment, tree protection plan and arboricultural method statement, no objection is raised. A suitable landscaping scheme to include complementary or compensatory tree planting as required could be agreed by condition / at reserved matters stage should outline permission be granted. On this basis, and subject to the imposition of this condition, no unacceptable arboricultural issues are anticipated.

## FLOOD RISK AND DRAINAGE

9.25 The site falls within flood zone 1. As such there is no requirement for the applicant to demonstrate compliance with the sequential or exceptions tests. The application has been considered by Lancashire County Council as the Lead Local Flood Authority (LLFA), the Council's Drainage Officer and United Utilities (UU) and no fundamental objections have been raised. The scheme has also been considered by Network Rail with regard to the potential impact of drainage water on their land. A number of conditions have been requested to be imposed on any permission granted. These would require foul and surface water to be drained separately, and require the agreement of a surface water drainage scheme and a lifetime management and maintenance strategy for that scheme. Based on the information submitted, it is considered that an acceptable drainage strategy based on sustainable drainage principles could be agreed. As such, and subject to the imposition of the conditions listed, no unacceptable drainage or flood risk impacts are anticipated.

## ENVIRONMENTAL IMPACT

9.26 It is considered that the quality of controlled waters and ground and surface water bodies could be safeguarded through condition.

9.27 With regard to air quality, the Council's Environmental Protection officer has requested that a condition be attached to any permission granted to require an electric vehicle charging point for every dwelling with a dedicated parking space. However, Barton is not within or close to a defined Air Quality Management Area and

there is no established planning policy requirement for such provision. As such, it is not considered that a condition to this effect could be justified. Whilst the potential for cumulative impact from development is acknowledged, no air quality issues are identified that would warrant refusal of this application.

9.28 Were the Council minded to support the application; it is considered that the imposition of standard conditions and advice notes relating to potential land contamination would be sufficient to safeguard the environment and public health.

## INFRASTRUCTURE PROVISION AND OBLIGATIONS

9.29 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 application proposes up to 72 dwellings which would equate to a requirement for 22 affordable units. These should be provided on-site and should consist of a mixture of shared ownership or discounted sale housing and housing made available on an affordable rent basis. A mix of house types and sizes would be required. The Affordable Housing Officer has suggested a split of twelve 2-bed apartments for affordable rent and ten houses, five 2-bed and five 3-bed, for shared ownership should be provided. This could be secured through condition and the applicant has indicated agreement in principle.

9.30 On the basis of the information provided, Lancashire Education Authority would not require any financial contributions towards local education provision. However, depending upon the determination of other applications pending consideration in the area, they have suggested a requirement for 27 additional primary school places could emerge. This would warrant a financial contribution of £363,812.31. This would need to be reassessed at the point of determination and when accurate bedroom information became available. The reassessment / named project (if applicable) will be reported on the Committee Update Sheet. Any contribution would need to be secured through a S106 legal agreement.

9.31 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 72 units would equate to a requirement of 0.29ha. The indicative layout plan submitted with the application shows the provision of some public open space around the site access road and to the front of the proposed shop. This appears to fall short of the 0.29ha policy requirement. However, as the total site area amounts to some 3.7ha, it is considered that adequate public open space provision could be provided on site although this may mean adjustments to the illustrative housing mix to provide smaller units. Such provision would need to be secured by condition should the authority be minded to grant outline permission. The applicant has indicated such a condition is acceptable.

9.32 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.

## ASSESSMENT OF SUSTAINABILITY AND THE PLANNING BALANCE

9.33 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.

9.34 The land is not safeguarded for employment uses and the loss of agricultural land that would result is not considered to weigh notably 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. The proposed retail unit would offer diversification to the rural economy and, given its scale and the distance to the nearest town centre, would not have any unacceptable impacts on the health of existing centres. As such the scheme is considered to be economically sustainable.

9.35 The site is not designated for its landscape or environmental value. Through the imposition of appropriate conditions, biodiversity on the site could be safeguarded and enhanced and trees and hedgerows protected as appropriate through the agreement of a suitable landscaping scheme. The proposal would have a detrimental impact on the character of the immediate area and this would weigh against the proposal. However, it is considered that the extent of impact would be limited and that the character and function of the wider countryside would be preserved. Appropriate design could be secured at reserved matters stage. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. In these terms it is considered that the site is an environmentally sustainable location for residential development in principle.

9.36 The proposal would represent an extension to Barton village. The provision of up to 72 new homes would make a significant quantitative contribution towards meeting the borough's housing requirement and this weighs notably in favour of the proposal. Affordable housing equivalent to 30% of the total residential development would be provided. It is considered that existing local education provision exists to support the development. Appropriate public open space could be secured on site by condition. This contributes towards the social sustainability of the proposal.

9.37 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 39 two-way traffic impacts. Barton is considered to be the third most sustainable settlement to support new development within the A6 corridor. This position reflects that, whilst there are a number of community facilities in Barton such as the village hall, two primary schools, recreational facilities, a pub (recently closed) and a restaurant, there are no shops to provide for day to day essential needs. This site, on the edge of the Barton settlement, is considered to be the joint fifth 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, 50% of the development could be supported to come forward on an unrestricted basis i.e. before junction 2 of the M55 and the PWD Route is committed. 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 and Development Plan and is therefore acceptable. No other material planning considerations have been identified that would outweigh this view and so outline planning permission should be granted.

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 its entirety. 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, public footpath and highway improvement works, and that the Head of Planning Services be authorised to issue the decision 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.

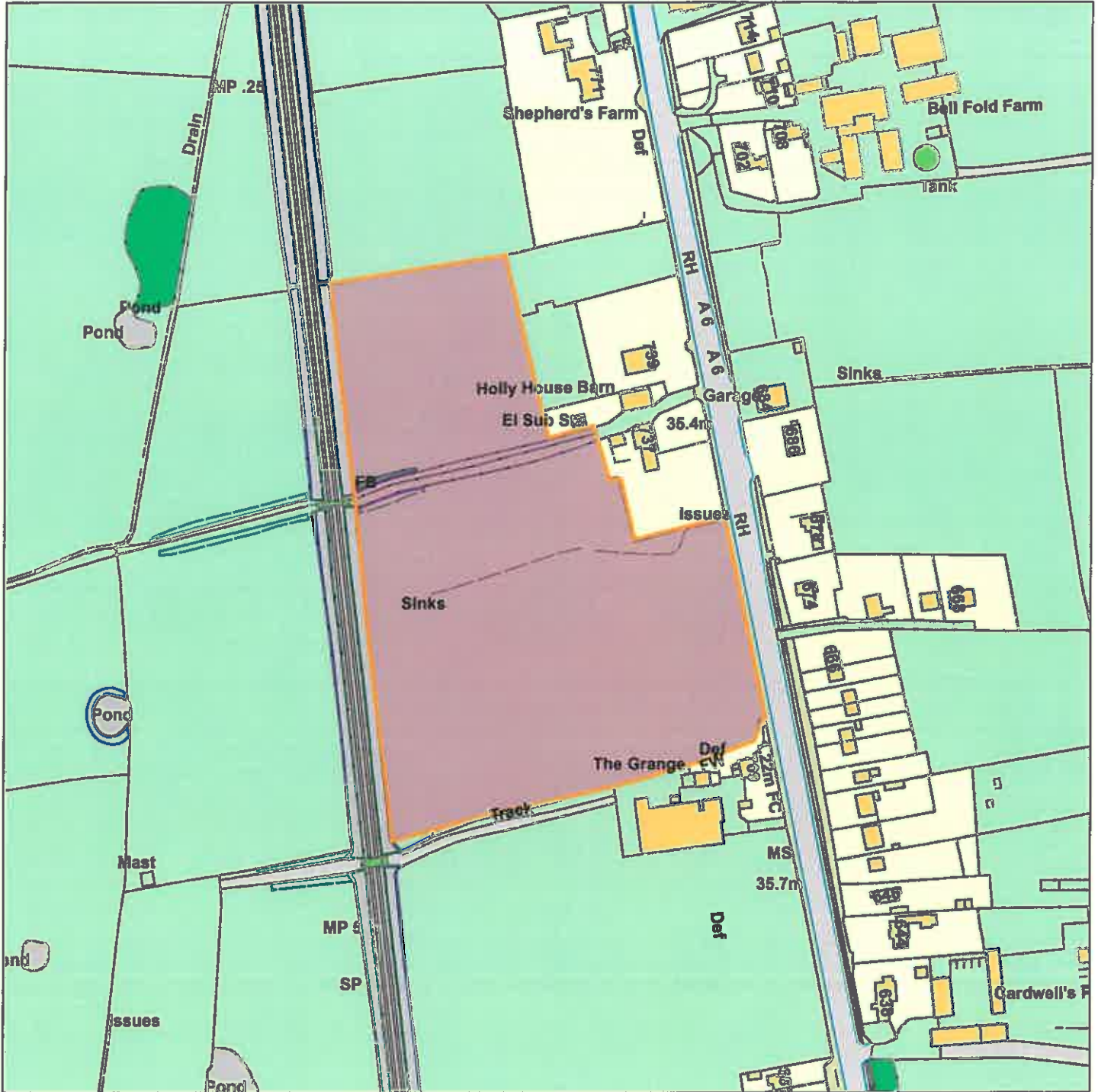
12.2 Whilst it is recommended that a Grampian condition be imposed to prevent no more than 50% of the development to be commenced until and unless planning permission has been granted for the development of Jct 2 M55 and the PWD, it is considered that a decision on that scheme is likely to be made within 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**

arm/rg/pla/cr/17/2203nc6

# Planning Committee

16/00625/OUTMAJ - Land off Garstang Road, Barton



Scale : 1:2774

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 5
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report****Date: 22.03.2017**

<b>Item Number</b>	<b>06</b>
<b>Application Number</b>	<b>16/00807/OUTMAJ</b>
<b>Proposal</b>	<b>Outline application for erection of up to 34 dwellings with access applied for off the A6 (Re-submission of 15/00549/OUTMAJ)</b>
<b>Location</b>	<b>Land Rear Of Shepherds Farm 771 Garstang Road Barton Lancashire</b>
<b>Applicant</b>	<b>Northern Edge Capital Ltd</b>
<b>Correspondence Address</b>	<b>c/o Mrs Rachel Wilbraham DPP One Ltd DPP BARNETT HOUSE 53 Fountain St Manchester M2 2AN</b>
<b>Recommendation</b>	<b>Permit</b>

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

1.1 The application is before members for determination as 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 2.4ha of land that wraps around Shepherds Farm and no. 777 Garstang Road on the western side of the A6 in Barton. This stretch of the main road is characterised by sporadic, ribbon development with large houses set in large plots and fields in between. The Boars Head public house (recently closed) is directly opposite the site with the railway line to the rear (west) of the site and open countryside beyond. The land is generally level with established hedgerows incorporating some trees along the northern, southern and western

boundaries. There is sporadic tree planting along the eastern boundary and two established hedges/tree lines cross cut the site. The site falls within Flood Zone 1 but outside of any Minerals Safeguarding Areas. A small portion of the site in the south-eastern corner lies within the Preston boundary.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 34 dwellings with all matters except access reserved for later consideration. Access would be taken from the A6 to the south of Shepherds Farm.

3.2 The application is supported by a:

- Design and access statement
- Heritage statement
- Noise assessment
- Crime impact statement
- Affordable housing statement
- Agricultural land classification statement
- Dust and odour assessment
- Ecological assessment
- Flood risk and drainage assessment
- Primary risk assessment
- Tree survey and TPO details
- Transport statement

### **4.0 RELEVANT PLANNING HISTORY**

4.1 15/00549/OUTMAJ – planning permission previously refused for this development on the basis of impact on highway capacity and highway safety.

4.2 06/2016/0875 – planning application pending determination with Preston City Council for the associated application for the access to this proposed development

4.3 15/00072/FULMAJ – planning permission granted for the erection of 29 dwellings on the land immediately to the north.

4.4 16/00090/FULMAJ – planning application pending determination for the erection of 26 dwellings on land to the north

4.5 16/00625/OUTMAJ – planning application pending determination for the erection of up to 72 dwellings and a retail unit on land to the south.

### **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. Paragraph 32 sets the threshold of highway impact above which refusal of an application is justified as severe.

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.

## 5.2 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 Air quality – this section provides guidance on how planning can take account of the impact of new development on air quality with particular reference to the development management process.

5.2.3 Flood Risk and coastal change – this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.4 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.



5.2.5 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.

5.2.6 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.7 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.

5.2.8 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 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
- CS8 – Strategy for central rural plain
- 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

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies part of the site as potentially being suitable for residential development. The site is part of identified listing IO\_132. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.

## 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.

## 5.6 EVIDENCE BASE DOCUMENTS

5.6.1 The Rural 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 The 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 AFFORDABLE HOUSING VIABILITY STUDY OCTOBER (2010) – this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings, although in some areas it would be a lesser percentage.

5.6.4 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 document. Barton is ranked tenth within the list.

## **6.0 CONSULTATION RESPONSES**

6.1 MYERSCOUGH AND BILSBORROW PARISH COUNCIL – the development would have an unacceptable and severe impact on the capacity of the strategic highway network, particularly at junction 1 of the M55. It would also have an unacceptable and severe impact on the already overburdened sewage system in the area. As such, the Parish Council objects.

6.2 UNITED UTILITIES – no objection subject to the imposition of three conditions on any permission granted. These would require foul and surface water to be drained on separate systems; the development to proceed in accordance with the submitted flood risk assessment; and a surface water drainage scheme to be agreed. Mains would need to be extended at the developer's expense to serve the site. Level of cover must not be compromised. Each unit would require a separate metered supply. All fittings must be to current standard. If a sewer is discovered during construction, a building control body should be consulted. Surface water should be drained in accordance with the established sustainable drainage hierarchy. Justification for the requested conditions is provided.

6.3 NETWORK RAIL – the submitted noise assessment recommends an acoustic fence 6m from the railway line; this would be on Network Rail land and would not be acceptable. Measurements must be taken from the railway boundary rather than the railway line and no works should increase Network Rail liability. All boundary fencing must be agreed. As the fence proposed would exceed 1.8m in height, wind-loading and the potential for damage must be considered. No fencing should be attached to Network Rail land or infrastructure. A basic asset protection agreement (BAPA) would be required, as would a Network Road Risk Assessment and Method Statement for all works within 10m of the operational railway. Party Wall notification may have to be served. No works should affect the safety, operation or integrity of Network Rail land or infrastructure and there should be no encroachment or over-sailing. Scaffolding must be netted and a topple failsafe zone of 3m should be maintained. The use of vibro-compaction or piling machinery must be agreed with Network Rail and a method statement would be required. Surface water must be directed away from Network Rail land as should storm water. Drainage from Network Rail land must be maintained. Drainage details should be agreed with Network Rail and a condition is requested. All excavation and earthworks within 10m of the boundary would need to be agreed and a condition is requested. A 2m gap between any structures on the site and the boundary should be maintained for access and so as not to require trespass for maintenance. Noise and vibration may be an issue for future residents. The development must not prevent Network Rail from its statutory undertaking. No trees should be planted close to the boundary, only evergreen shrubs should be used and these should be planted at least their mature height away from the boundary. Safety features such as Armco barriers should be considered to prevent accidental impact onto Network Rail land and a risk assessment should be provided.

6.4 NATURAL ENGLAND – no comment to make.

6.5 HIGHWAYS ENGLAND – the site falls within Barton on the A6 some 6 miles north of Preston. Junction 1 of the M55 is some 2.5 miles to the south. A transport statement (TS) has been submitted. Such statements do not typically include assessments of critical links and junctions on the wider highway network or capacity tests to reflect existing conditions and determine operational impact as these are usually limited to major or complex proposals. The TS makes no reference to HE guidance or committed developments within the area. HE is aware of

development pressure that could affect M55 J1. Appropriate assessment of committed developments should be undertaken. However, trip generation from the scheme is likely to be less than 30 in total in each of the peak hours and so the lack of an assessment is acceptable. The development generated trips would dissipate across the network and so only a proportion would access the strategic road network (SRN) at M55 J1. The low number of trips generated by the development would be highly unlikely to result in an adverse impact on the SRN. The developer is committed to promoting sustainable transport use and this is welcomed. A travel plan should be produced and this should be secured through condition. Appropriate cycle, motorcycle and accessibility parking should be provided. Incentives to promote sustainable travel should be considered.

6.6 THE RAMBLERS ASSOCIATION – no comments received in time for inclusion in this report. Any comments that are received in advance of the Committee meeting will be reported through the update note.

#### 6.7 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.7.1. The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

#### 6.7.2 (A) - The Latest Proposed Main Site Access Strategy

Although the A6 is a strategic route, consider Manual for Streets/Manual for Street 2 (MfS/MfS2) as the appropriate guidance documents at this location, rather than Design Manual for Roads and Bridges (DMRB). As such, the provided vehicle speed measurements (in wet conditions) showing the 85th percentile speeds to be 44.4mph (northbound) and 43.8mph (southbound), using the methodology of MfS/MfS2, mean sightlines should be 121m and 119m, which are in line with those provided by the applicant.

As part of the access arrangements the developer is proposing to provide pedestrian refuges either side of the site access on the A6. Whilst this may be beneficial in slightly reducing speeds closer to the speed limit, the scheme reduces facilities for cyclists, which will need to be addressed. Improved provision for cyclists around and across the proposed new junction is required.

## (B) Transport Assessment

A Transport Statement, largely appropriate for this scale of development but missing some key issues, has been provided. No consideration has been given to other committed developments which impact on the A6 corridor.

In terms of traffic Growth and Assessment Years, no consideration has been given to the impact of background traffic growth on the A6 corridor. The trip rates provided are slightly different from the trip rates that LCC have accepted for other development on the A6 corridor and for a consistent approach the following trip rates should be used.

Peak Hour	Arrivals	Departures
08:00 – 09:00	0.140	0.445
17:00 – 18:00	0.437	0.226

There is no information on trip distribution, which would be needed to assess the impact of this development on the wider highway network. The attractors for peak hour traffic movements (e.g. employment and education) are generally located to the south and as such I would expect to see traffic assigned 90% south and 10% north.

The TA provides no accident analysis. LCC's review of accidents in the vicinity of the development site identified 4 incidents in 5 years. 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.

No off site highway works other than the site access are proposed as part of this development.

No junction operational assessment has taken place, although given the existing and future levels of traffic on this section of 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.

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 TA the developer states, with respect to accessibility, that the site is accessible by sustainable modes of transport, in compliance with national and local policy on transport. There are limited opportunities for a significant number of journeys to be made by walking or cycling from this development. The lack of employment opportunities within a 12 minute walking time will limit walking trips, while the on-road cycle path stops approximately 2km north of the site, which will discourage less confident cyclists. The nearest bus stops (northbound and southbound) are located 200m from the proposed site access 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.

Update to comments above – 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.

(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, I would advise, that prior to the submission of any reserved matters application (should outline permission be granted) that the developer consult with LCC to ensure that the internal layout meets with adoptable standards.

(D) - S278 Works

The construction of the site access works 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.

(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. A considered and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 19 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.8 LCC LEAD LOCAL FLOOD AUTHORITY – no objection subject to the imposition of three conditions. These conditions would require the agreement of a surface water drainage scheme, prevent occupation in advance of the delivery of this scheme, and require agreement of a lifetime management and maintenance plan for the scheme. The flood risk assessment (FRA) submitted indicates that surface water would discharge to the watercourse to the north. Impermeable surface area would increase and so discharge would have to be attenuated to greenfield rate. The greenfield Qbar rate has been calculated at 27.07 litres / second. The soil is thought to be impermeable but some soakaway techniques may be feasible. Permeability testing is therefore required. Surface water should drain by order of preference to the ground; a surface water body; a surface water drain; or the combined sewer. EA maps indicate that the site could be susceptible to surface water flooding. Final drainage plans should give consideration to the natural topography of the site and the potential for exceedance routes to be used. Surface water should be managed to mimic natural flows as far as is practicable whilst reducing flood risk. Schemes should be designed in accordance with published best practice. Development should not lead to a deterioration in water body quality. Pollution control measures may be required. Land drainage consent may be required for works to a watercourse. LCC should be contacted in the first instance for further guidance. Two advice notes relating to water connections are recommended.

6.9 LCC PUBLIC RIGHTS OF WAY OFFICER – no comments received in time for inclusion in this report. Any comments that are received in advance of the Committee meeting will be reported through the update note.

6.10 LCC LOCAL EDUCATION AUTHORITY – based on the information available, no contributions towards additional local education provision will be sought. However, dependent upon the outcomes of other applications, there may be a requirement for 13 additional primary school places at a cost of £175,168.89. This assessment is based on the assumption that all units would offer four bedrooms. An infrastructure project would be named at the point of determination. These figures may change depending upon the outcomes of other schemes in the area and would have to be reassessed once accurate bedroom information becomes available.

6.11 PRESTON CITY COUNCIL – it is noted that LCC as Local Highway Authority have objected to the application submitted to Preston in respect of this scheme. Given the comments made in respect of highway impact, Preston City Council raises concern in relation to this proposal.

6.12 GREATER MANCHESTER ECOLOGY UNIT (GMEU) – sufficient information has been provided to enable determination. A number of trees are identified as being high risk for bats and would require further survey if proposed for removal. A condition is recommended to this effect. The potential importance of the northern and southern hedgerows for commuting is identified. These are shown as being retained. A condition relating to lighting to prevent impact should be attached to any permission granted. There are three ponds, one ornamental, within close proximity. The risk of great crested newts being present is stated to be low because of physical barriers and because all high value terrestrial habitat is proposed for retention. This is accepted but if a newt is found, work must cease and an ecologist consulted. No other protected species are anticipated to be present but an advice note relating to reptiles is anticipated. No vegetation clearance should take place between 1st March and 31st August unless the absence of nesting birds is confirmed by an ecologist. This should be conditioned. Rhododendron and another cotoneaster have been identified on site and so a condition requiring a method statement to be agreed would be required. An advice note to protect small mammals is

recommended. Agreement of a landscape management plan should be conditioned to compensate for any ecological losses and to provide biodiversity enhancement on the site. This should include mitigation for vegetation loss and loss of bird nesting habitat, provision of bat roosts and enhancement of existing features.

6.13 LANCASHIRE CONSTABULARY – housing schemes should be designed with a single route from the main highway and limited footpath links. Doors and windows should be to appropriate standards. The development should be to Secure by Design standards. Dwellings should have 1.8m high fencing to the sides and rear with 1.8m high lockable gates. Front gardens should be defined by a low boundary treatment or planting.

6.14 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – no objection in principle. Full surface water drainage plans must be agreed including details of any on-site attenuation. A Qbar discharge of 27.07 litres per second would appear to be high for this site. The land is within flood zone 1 and so is at low risk of flooding.

6.15 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (DUST, NOISE, ODOUR)- As the applicant has only provided an indicative site plan at this stage, i.e. the layout of the site has still to be finalised to show the orientation of the facades on which the bedrooms will be located and the orientation of the outside living areas, the noise assessment dated 17th July 2015 (report number 101136) is only able to provide predicted computer modelled internal and external noise levels for the proposed dwellings, with suggested specifications for acoustic ventilation, glazing and fencing. Consequently recommends conditions relating to noise impact and requirement for a Construction Management Plan.

6.16 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – a desk top study and watching brief should be secured through condition. The report submitted does not comprise a full desk study as it is mainly a Groundsure screening report with a walkover summary. Further information such as historical maps, walkover photographs, historical aerial photographs, interpretation and risk assessment is required. British Standard BS10175:2011 should be followed. No conceptual site model (CSM) has been provided. A CSM is required to assess the level of risk and confirm if further intrusive investigation is required. The responsibility for the safe development of the site lies with the developer.

6.17 SERVICE DIRECTOR PEOPLE AND PLACES (PARKS AND OPEN SPACES) – notes no on-site public open space provision, queries whether any opportunity for off-site contribution to be considered.

6.18 SERVICE DIRECTOR PEOPLE AND PLACES (TREES) – the information provided in the tree survey schedule is agreed although an updated tree constraints plan would be beneficial to reflect those trees removed on 30th July 2015. These trees are indicated for removal on the submitted Tree Impact Plan dated June 2015. It was previously requested that a condition be attached to any permission granted to require the submission and agreement of an Arboricultural Method Statement and a Tree Protection Plan.



## **7.0 REPRESENTATIONS**

7.1 Two representations have been submitted raising the following issues:

- Impact on character of area
- No need for the development
- Cumulative impact
- Lack of infrastructure to support the development
- Strain on policing and other services
- Increase in crime
- Increase in traffic and congestion
- Impact on highway safety, particularly for pedestrians
- Existing drainage is inadequate
- Site could not be adequately drained
- Increased flood risk
- Need to work collaboratively with Preston City Council

7.2 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.

7.3 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 has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of development
- Housing land supply
- Impact on the countryside
- Loss of agricultural land
- Housing density and mix

- Amenity impact
- Landscape and visual impact
- Heritage impact
- Access, parking and highway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Infrastructure requirements and obligations
- Sustainability and 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 Barton tenth in the rank of borough settlements and third 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 sustainability.

## HOUSING LAND SUPPLY

9.3 The housing requirement for the borough was originally set out in Policy H1 of the Local Plan. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS) which was subsequently revoked in May 2013. As the emerging Local Plan is not yet adopted, the borough does not have an established housing requirement. The Fylde Coast Strategic 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. The scheme proposed would provide 34 new homes on the site which would represent a notable quantitative contribution towards meeting the boroughs housing requirement weighing clearly in favour of the application.

## IMPACT ON THE COUNTRYSIDE

9.5 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.

9.6 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met 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 wider countryside will experience some erosion around existing settlements.

9.7 The application site is bounded by the main-line railway line to the west and the A6 to the east. The settlement of Barton lies to the north with open countryside punctuated by sporadic development to the south. Barton village is focused around the junction of the A6 and Jepps Lane with the southern section of the settlement essentially comprising ribbon development along the A6. The development proposed would not extend beyond the southern extent of the main body of the village. On this basis, and given the position of the site between the railway and main road, despite the scale of development proposed, no unacceptable impact on the character or appearance of the wider countryside is anticipated. Nevertheless, it is recognised that a localised impact would result. This would weigh against the proposal.

## LOSS OF AGRICULTURAL LAND

9.8 The application site falls within Agricultural Classification Grade 3b according to the relevant report submitted with the application. Grades 1, 2 and 3a are considered to be the best and most versatile land; it therefore does not fall into this category and so the loss of such land does not require further consideration in accordance with paragraph 112 of the NPPF. Within the Wyre borough there are substantial tracts of grade 2 land along with large areas of grade 3 land. The application site is only 2.4ha in area. As such, its loss as agricultural land is not considered to weigh notably against the proposal.

## HOUSING DENSITY AND MIX

9.9 The application proposes the provision of up to 34 dwellings on a 2.4ha site. This equates to a housing density of 14 dwellings per hectare. This is considered to be low even for a rural location, and particularly given the encouragement within the NPPF for the planning system to secure efficient use of land. However, it is noted that the NPPF does not advocate a minimum housing density and that the existing housing stock around the site is relatively low density. It is also acknowledged that the site is somewhat unusual in shape wrapping around an existing farm, and that some area of buffer may have to be left to separate the development from the railway line. On balance, it is considered that an acceptable layout could be secured at reserved matters stage should outline permission be granted. There is some suggestion within the submitted design and access statement that a mix of house types would be proposed. Again, it is considered that this could be secured at reserved matters stage as appropriate.

## IMPACT ON AMENITY

9.10 The application seeks to agree the principle of development with layout reserved for later consideration. However, the site adjoins the main railway line and would be set back only by a short distance from the A6. Future residents would therefore potentially be subject to noise and vibration nuisance from both of these sources. The application has been considered by the Council's Environmental Protection team and the conclusions of the submitted noise assessment are generally agreed. The mitigation principles relating to glazing and acoustic fencing can be secured by condition. It is considered that, subject to appropriate design and the imposition of suitable conditions on any permission granted, no unacceptable impact on residential amenity from noise and vibration nuisance would result. The A6 is a busy road and so any noise or activity generated by the use of the development would not be expected to cause an increased level of disturbance to nearby neighbours sufficient to warrant refusal. No issues relating to odour or dust are anticipated. The application site would surround the existing house at Shepherds Farm with additional dwellings to the north and east on the opposite side of the A6. Given the separation distances involved, no detrimental impacts on the amenities of these neighbours as a result of the residential development of the site is anticipated. Should outline permission be granted it is considered that appropriate levels of daylight, outlook and privacy could be secured for future occupants through the agreement of a suitable layout at reserved matters stage. It is considered that the imposition of conditions relating to hours of work and dust management could be applied to safeguard amenity during construction. The submitted plans show that the site access would be positioned so as not to be directly opposite the house on the eastern side of the A6. Consequently, no unacceptable impacts arising from headlight glare are expected. In light of the above, no unacceptable amenity issues are identified.

## LANDSCAPE AND VISUAL IMPACT

9.11 The layout, scale and appearance of the proposed development are not matters for consideration at this stage. Given the scale of the proposal, no landscape and visual impact assessment has been submitted. However, it is considered that the visual impacts of the scheme can be adequately assessed on the basis of the information available. The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently undulating landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15d: Coastal Plain: The Fylde. This is defined as gently undulating farmland divided by ditches and hedgerows with a high density of small ponds, woodland blocks and red-brick buildings. The site at present is bound by the main railway line to the west and the A6 to the east. There are hedgerows along the site boundaries and within the site defining the field boundaries and these contain a number of trees. Whilst these are of local landscape value, the site as a whole is not considered to offer significant, wider landscape value. It is not nationally, regionally or locally designated.

9.12 The site is clearly visible from the railway line and from the A6 on the approach in either direction. It is understood that a number of trees were removed in 2015 increasing the visibility of the site on the approach from the south. Nevertheless, there is some built development on either side of the A6 to the south and directly opposite the application site. A residential development of 29 dwellings was approved on the land immediately to the north of the site in 2015 (ref. 15/00072/FULMAJ) and on land further to the south of the site in Preston for the

erection of up to 72 dwellings in 2016 (ref. 06/2015/0306 – allowed on appeal). The land immediately to the south of the application site is currently subject to an application for planning permission for residential development (ref. 16/00625/OUTMAJ). The adopted Local Plan for Wyre defines a tight settlement boundary for Barton and all of the above referenced schemes fall outside of this area. It is noted that the recently adopted Preston Local Plan defines the settlement of Barton as a much wider area that includes the main body of the village to the north-east but also a somewhat detached area of development known as Newsham to the south. This also encompasses the frontage development between the two along the A6. As such there is no requirement to maintain a physical separation between the two areas. On the approach from both the north and south, assuming the other development is implemented and in the context of the existing built form, the scheme proposed would be viewed as a continuation of Barton village. Views from the railway line would be fleeting as would those for vehicular users of the A6. As such no unacceptable impacts on these receptors are identified.

9.13 There is a public right of way running east-west some 90m to the south of the site which would be unaffected by this development. Views from the footpath to the south would be altered however the development would be viewed against the backdrop of Barton village and the recently approved residential development to the north. On this basis, no unacceptable visual impact on users of the public rights of way is anticipated.

9.14 It is accepted that the development would have a visual impact on surrounding residential properties and pedestrians, cyclists and other road users in the immediate vicinity. This would weigh against the proposal.

#### HERITAGE IMPACT

9.15 St. Lawrence's Church on the opposite side of the A6 to the east of the application site is a Grade II Listed Building. This church is set back from the main road by approximately 60m. A heritage statement has been submitted that considers the significance of this asset. The application and submitted heritage statement have been assessed by the Council's Conservation Officer having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 and section 12 of the NPPF. It is considered that, subject to the agreement of detailed design and landscaping, the proposed development would preserve the appearance of St. Lawrence's Church. This is due to the separation distance involved and the juxtaposition of the church and trees and other buildings within the intervening space. Planting along the A6 would be key to avoiding harmful visual impact. It is considered that the significance of the heritage asset would be sustained.

#### ACCESS, PARKING AND HIGHWAY SAFETY

9.16 The development is proposed to be accessed off a single access point on to the A6 to the south of Shepherd's Farm. LCC are happy that the sightlines provided are adequate. LCC have no concerns in regard the operation of the access subject to a scheme for improved provision for cyclists around and across the proposed new junction being agreed. This can be secured by condition / s278 works. LCC note that there are limited opportunities for a significant number of journeys to be made by walking or cycling but that the site is considered to be accessible by public transport (buses). In order that the development is able to "make the fullest possible use of public transport, walking and cycling" as required by the NPPF (paragraph 17) the bus stops that are located 200m from the site will require to be

upgraded to improve accessibility for a wider range of users. This can be secured by condition / s278 works.

9.17 A Transport Statement has been submitted. Together with further work undertaken by 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 19 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 may be able to 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. 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).

9.18 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.

9.19 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, LCC 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. This can be secured by condition / s278 works.

9.20 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 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. 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.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.21 Greater Manchester Ecology Unit has considered the ecological information submitted and judged it to be acceptable. It is noted that most key landscape features are proposed for retention. It is acknowledged that some low value habitat would be lost but that scope for appropriate mitigation exists. Conditions are proposed to protect bats through the control of tree removal and lighting; protect nesting birds; require agreement of a method statement to deal with invasive plant species; and require agreement of a landscape management plan to secure biodiversity enhancement. Advice notes relating to great crested newts and small mammals are also recommended. Subject to the imposition of these conditions and based on the information provided, no unacceptable ecological impacts are anticipated.

9.22 It is noted that some trees have already been lost to make way for the proposed development but that no more are proposed for removal. The Council's Tree Officer has agreed the plan identifying the trees for removal and concurs that their loss is acceptable. The submitted access plan demonstrates that with the exception of a section of hedgerow equivalent to the new site access width being formed, no additional hedgerow along the site frontage will need to be removed to accommodate the necessary sightlines. The remaining trees and hedgerows identified for retention must be protected and suitable tree protection and arboricultural method statements should be agreed through condition to this effect. A landscaping scheme should also be agreed to compensate for the loss of trees on site and this should include a tree specification detailing the provision of native species. Subject to the imposition of these conditions, no unacceptable arboricultural issues are anticipated.

## FLOOD RISK AND DRAINAGE

9.23 The site lies within flood zone 1 but an area to the south of the site is noted as being susceptible to surface water flooding. Nevertheless, there is no requirement for the applicant to demonstrate compliance with the sequential or exceptions tests. The flood risk assessment submitted has been considered by United Utilities, the Council's Drainage Officer and by Lancashire County Council as Lead Local Flood Authority. This is considered to be acceptable. Several conditions and advice notes are recommended for attachment to any permission granted. The conditions would require the agreement of a detailed surface water drainage scheme; prevent occupation of the dwellings until the agreed drainage scheme has been completed; and require agreement of a lifetime management and maintenance plan for the drainage scheme. They would also require foul and surface water to be

drained separately and the development to be completed in accordance with the submitted flood risk assessment. Subject to these conditions, no unacceptable drainage or flood risk issues are identified.

## ENVIRONMENTAL IMPACT

9.24 It is considered that the quality of controlled waters and ground and surface water bodies could be safeguarded through condition.

9.25 With regard to the issue of land contamination it is advised that a desk top study and watching brief could be secured through a condition. This is required to assess the level of risk and confirm if further intrusive investigation is required. The responsibility for the safe development of the site lies with the developer.

## INFRASTRUCTURE REQUIREMENTS AND OBLIGATIONS

9.26 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 application proposes up to 34 dwellings which would equate to a requirement for 10 affordable units. It is suggested by the Affordable Housing Officer that, in accordance with the rural housing needs survey; this provision should be split between intermediate housing and affordable accommodation for rent. This could be secured through condition and the applicant has indicated agreement in principle.

9.27 On the basis of the information provided, Lancashire Education Authority would not seek a financial contribution towards local education provision at the current time. However, this would need to be reassessed at the point of determination and when accurate bedroom information became available. Dependent upon the outcome of other pending decisions in the area, a contribution of £175,168.89 may be required to provide three primary school places. The reassessment / named project (if applicable) will be reported on the Committee Update Sheet. Any contribution would need to be secured through a S106 legal agreement.

9.28 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 34 units would equate to a requirement of 0.136ha. Layout is not a matter for detailed consideration at this stage. However, given the overall site area of 2.4ha, it is considered that the requisite amount of public open space could be secured on site as part of the agreement of layout at reserved matters stage. Such provision would need to be secured by condition should the authority be minded to grant outline permission.

9.29 It is acknowledged that the development will have implications for health infrastructure in the area 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.



## ASSESSMENT OF SUSTAINABILITY AND THE PLANNING BALANCE

9.30 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.

9.31 The land is not safeguarded for employment uses and the loss of agricultural land that would result is not considered to weigh notably 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. As such the scheme is considered to be economically sustainable.

9.32 The site is not designated for its landscape or environmental value. Through the imposition of appropriate conditions, biodiversity on the site could be safeguarded and enhanced and trees and hedgerows protected as appropriate through the agreement of a suitable landscaping scheme.

9.33 The proposal would have a detrimental impact on the character of the immediate area and this would weigh against the proposal. However, it is considered that the extent of impact would be limited and that the character and function of the wider countryside would be preserved. Appropriate design could be secured at reserved matters stage. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. In these terms it is considered that the site is an environmentally sustainable location for residential development in principle.

9.34 The proposal would represent an extension to Barton village. The provision of up to 34 new homes would make a meaningful quantitative contribution towards meeting the borough's housing requirement and this weighs notably in favour of the proposal. Affordable housing equivalent to 30% of the total residential development would be provided. It is considered that existing local education provision exists to support the development. This contributes towards the social sustainability of the proposal.

9.35 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 19 two-way traffic impacts. Barton is considered to be the third most sustainable settlement to support new development within the A6 corridor. This position reflects that, whilst there are a number of community facilities in Barton such as the village hall, two primary schools, recreational facilities, a pub (recently closed) and a restaurant, there are no shops to provide for day to day essential needs. This site, on the edge of the Barton settlement, is considered to be the joint fifth 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, 50% of the development could be supported to come forward on an

unrestricted basis i.e. before junction 2 of the M55 and the PWD Route is committed. 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 and Development Plan and is therefore acceptable. No other material planning considerations have been identified that would outweigh this view and so outline planning permission should be granted.

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 its entirety. 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.

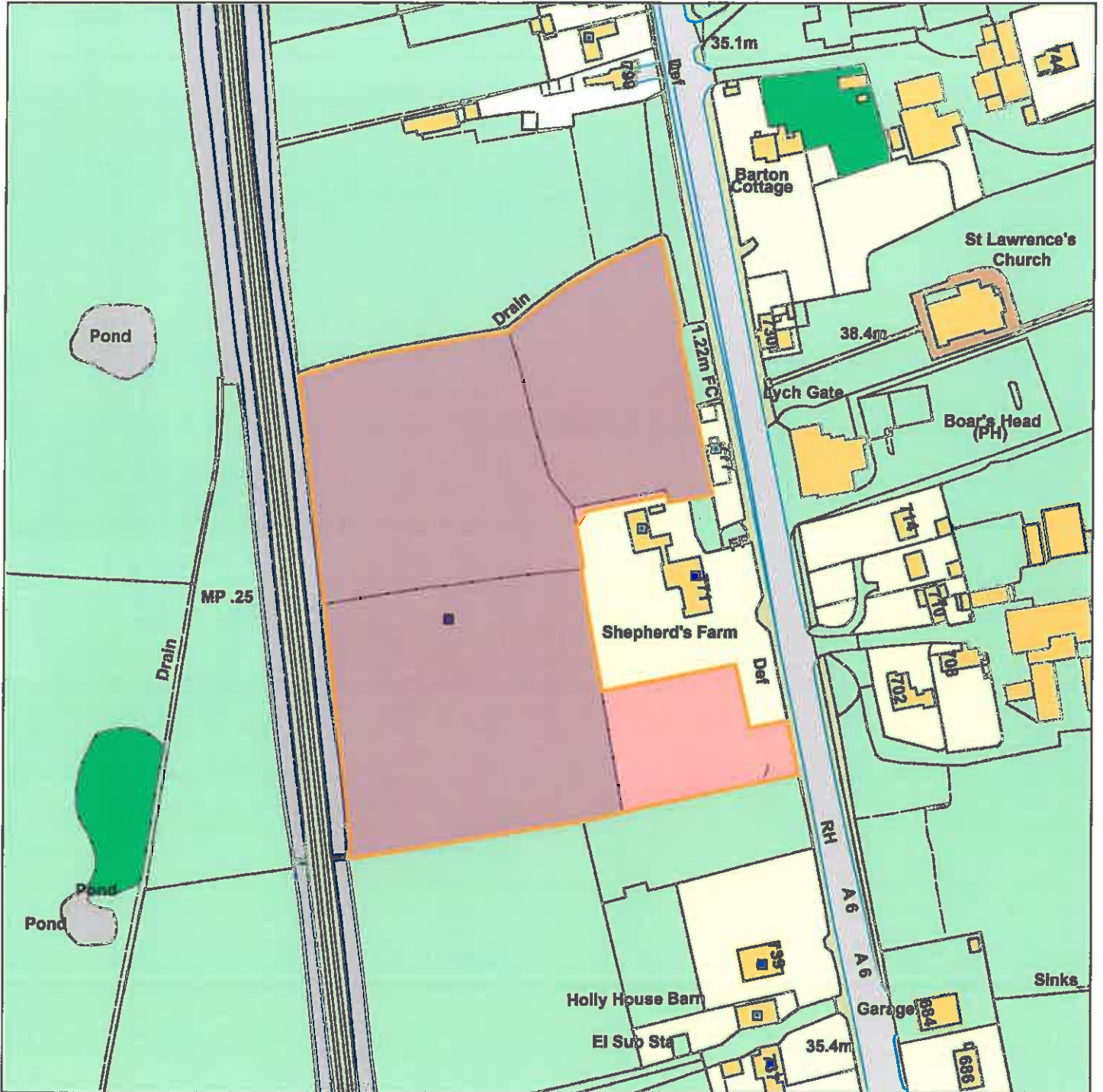
11.2 ARTICLE 1 of the First Protocol Protection of Property has been considered in coming to this recommendation.

## **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, public footpath and highway improvement works, and that the Head of Planning Services be authorised to issue the decision 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.

12.2 Whilst it is recommended that a Grampian condition be imposed to prevent no more than 50% of the development to be commenced 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**



Scale : 1:2080

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 6
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report****Date: 22.03.2017**

<b>Item Number</b>	<b>07</b>
<b>Application Number</b>	<b>15/00420/OUTMAJ</b>
<b>Proposal</b>	<b>Outline application (all matters reserved) for residential development and associated infrastructure</b>
<b>Location</b>	<b>Land At Garstang Road Bowgreave Lancashire</b>
<b>Applicant</b>	<b>Mrs P Stothert</b>
<b>Correspondence Address</b>	<b>c/o Mr Harry Tonge Steven Abbott Associates LLP Broadsword House North Quarry Business Park Appley Bridge Wigan WN6 9DL</b>
<b>Recommendation</b>	<b>Permit</b>

**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.

## **6.7 HIGHWAYS ENGLAND**

6.7.1 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 is typically prepared for smaller schemes are 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.



6.7.2 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.

6.7 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.

## 6.8 LANCASHIRE COUNTY COUNCIL (HIGHWAYS) –

6.8.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

6.8.2 The following comments supersede the previous comments to this application provided by LCC on 30 November 2015 at which time LCC could not support the application.

### (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.

## (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%

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.

No off site highway works are proposed by the developer.

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.

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.

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.

(C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - as the application are 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.

(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.

(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. A considered and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

(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 11 developments (included within this response) 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.9 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.

6.10 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.

6.11 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.

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

6.13 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.

6.14 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.

6.15 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.

6.16 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.

6.17 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. 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

9.23 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.

9.24 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.

9.25 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

9.26 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.

9.27 On the basis of the information provided, Lancashire Education Authority would seek a financial contribution of £148,219.83 towards primary school provision at Garstang St. Thomas Church of England Primary School. These figures represent

the current position and would have to be reassessed once accurate bedroom information is available. No contribution towards secondary school provision is required at the current time although LCC note that as there are a number of applications that are pending a decision that could impact on this development should they be approved then the claim for secondary school provision could increase up to a maximum of 5 places. This would result in a maximum secondary claim of £101,517.95. A reassessment / named project will be reported on the Committee Update Sheet. These monies would be secured through a section 106 legal agreement.

9.28 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.

9.29 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

9.30 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.

9.31 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.

9.32 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.

9.33 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.

9.34 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 to be determined by LCC Highways and the satisfactory completion of the s106 agreement.

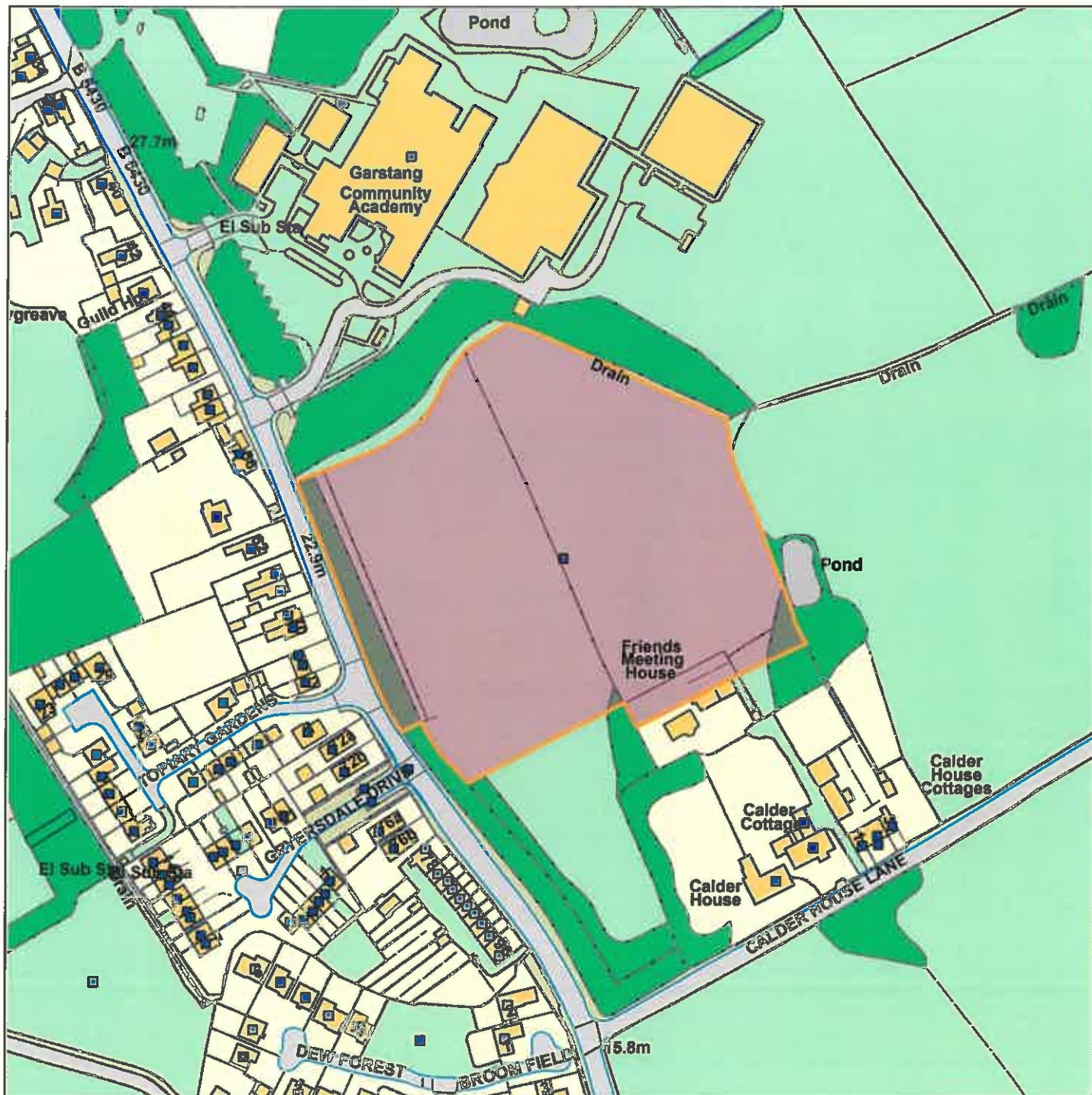
12.2 Whilst it is recommended that a Grampian condition be imposed to prevent commencement of any development until and unless planning permission has been granted for the development of Jct 2 M55 and the PWD, it is considered that a decision on that scheme is likely to be made within the next two months. 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**

arm/rg/pla/cr/17/2203nc8

# Planning Committee

15/00420/OUTMAJ - Land at Garstang Road Bowgreave



Scale : 1:2321

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 7
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report****Date: 22.03.2017**

<b>Item Number</b>	<b>08</b>
<b>Application Number</b>	<b>15/00891/OUTMAJ</b>
<b>Proposal</b>	<b>Outline application seeking to agree means of access for the erection of up to 95 dwellings</b>
<b>Location</b>	<b>Garstang Country Hotel And Golf Club Garstang Road Bowgreave Preston Lancashire PR3 1YE</b>
<b>Applicant</b>	<b>Baxter Homes Ltd</b>
<b>Correspondence Address</b>	<b>c/o CFM Consultants 1 New Media House 8 Hardhorn Road Poulton Le Fylde Lancashire FY6 7SR</b>
<b>Recommendation</b>	<b>Permit</b>

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

1.1 The application is before members for determination as 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 your officers 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 4.7ha of land in Bowgreave to the south of Byerworth Lane South and to the west of properties fronting Garstang Road. Bowgreave Drive leads up from Garstang Road to the southern extent of the site providing vehicular access. Existing residential properties sit to the east and south-east with Garstang golf club to the west and south. There is open countryside beyond Byerworth Lane South to the north.

2.2 The land is currently used as a golf driving range with associated land and a maintenance building. There are some trees around the periphery of the site which is otherwise open, well-maintained amenity grassland. The driving range building sits towards the southern end of the site. The southernmost area of the site, between the driving range building and the existing properties fronting Dew Forest and Bowgreave Drive, has extant planning permission in place for a residential development. It is considered that just under 25% of the site either has the benefit of an extant permission or could be classified as previously developed land.

2.3 The site falls outside of flood zones 2 and 3 and any minerals safeguarding areas. There are no listed buildings, protected trees or biological heritage sites that would be affected by the proposal. There is a public right of way running along the northern boundary of the site along Byerworth Lane South.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 95 dwellings with all matters except access reserved for later consideration. The site access would be taken from Bowgreave Drive to the south of the south and then onto Garstang Road via an existing access. A pedestrian / emergency vehicular access would be taken from the north-east corner of the site onto Byerworth Lane South.

3.2 The application is supported by a:

- Planning statement
- Sustainability statement
- Current viability and future development assessment
- Design and access statement
- Landscape and visual appraisal and landscape strategy report
- Ecological appraisal
- Great Crested Newt survey
- Arboricultural impact assessment
- Transport statement
- Summary of transport effects
- Flood risk assessment
- Land contamination desk top study

### **4.0 RELEVANT PLANNING HISTORY**

4.1 14/00321/OUT – Outline permission granted for the erection of 7 dwellings on the southern part of the application site. This permission was granted on 02/10/14 and will remain extant until 02/10/17.

4.2 15/00040/OUTMAJ - Outline planning application with all matters reserved for the erection of up to 30 residential dwellings on land to the east of the application site. This permission was granted on 17/11/16 and the site is currently the subject of a Reserved Matters application (17/00013/REMMAJ relates).

4.3 15/00100/PREAPP – pre-application advice sought in relation to this proposal.

## **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 3 seeks to support a prosperous rural economy in order to create jobs and prosperity by taking a positive approach to sustainable new development. Sustainable growth and the expansion of all types of businesses through the conversion of existing buildings and the erection of well-designed new buildings are to be supported.

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

5.1.5 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.

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

5.1.7 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.

5.1.8 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.

## 5.2 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 Air quality – this section provides guidance on how planning can take account of the impact of new development on air quality with particular reference to the development management process.

5.2.3 Flood Risk and coastal change – this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.4 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.

5.2.5 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.

5.2.6 Noise – this section explains that account must be taken of the acoustic environment and whether or not an adverse or significant adverse noise impact is likely to arise, and whether or not amenity could be safeguarded. The factors determining noise nuisance are discussed with references to the sources and receptors of the noise. The potential effect of noise nuisance should particularly be considered where new residential development is proposed near to existing commercial uses. Methods to mitigate noise nuisance are set out.

5.2.7 Open space, sports and recreation facilities, public rights of way and local green space – this section explains how such areas and facilities should be taken into account in planning decision-making.

5.2.8 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.

5.2.9 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
- TREC8 – Existing and additional or improved sports and recreational facilities
- TREC12 – Public rights of way
- TREC14 – Protection of recreational open space
- CIS6 - 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
- CS9 – Strategy for Garstang and Catterall
- CS13 – Sustainable development
- CS14 – Quality of design
- CS16 – Transport, accessibility and movement
- CS15 – Economy, regeneration and learning
- CS17 – Infrastructure and community facilities
- 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.

#### 5.6 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 WYRE AFFORDABLE HOUSING VIABILITY STUDY OCTOBER (2010) – this study identified that the level of viability for residential developments across the Borough could only sustain a maximum of 30% affordable dwellings, although in some areas it would be a lesser percentage.

5.6.3 THE 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).

5.6.4 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 within the list.

## 5.7 OTHER DOCUMENTS

5.7.1 England Golf Partnership – Whole Sport Plan 2013-2017: Summary Document – this is a document produced in conjunction with the Golf Foundation, the Professional Golfers Association, Sport England, England Golf and Growing the Game and is a strategy for growing participation.

5.7.2 England Golf – ‘Raising Our Game: The Strategic Plan for England Golf 2014-2017’ – this document recognises the issues faced in the sport and identifies measures to reverse the acknowledged decline in participation.

## 6.0 CONSULTATION RESPONSES

6.1 BARNACRE WITH BONDS PARISH COUNCIL – objection. The site is in open countryside and the development would be contrary to SP13. Where development has taken place nearby it was for an affordable housing scheme. A previous application was refused in 2014 (14/00505) to extend the residential curtilage of a property on Byerworth Lane South as being unacceptable in the open countryside. This is no different. The development would be excessive in scale in relation to the settlement contrary to policies SP8 and SP9. The development should be assessed against the local plan. The site is not identified as having potential for development in the emerging local plan. The scheme would increase traffic in an area already suffering from congestion and would lead to highway safety issues and greater congestion. The footpaths in the area are inadequate and raise particular concerns for children walking to school. Traffic in the area travels at speed. The development would further increase congestion on the A6. Concerns about surface water increasing flooding on land nearby. The existing community services would not be able to accommodate the increased demand. The site is unsustainable as there are no local employment opportunities so residents would have to travel. There is no need for additional housing. The development would compromise the character of



the settlement through the loss of open space through urban sprawl. There is significant local objection to the proposal.

6.2 GARSTANG TOWN COUNCIL – no response received in time for inclusion in this report. If any comments are submitted they will be reported through the update note.

6.3 HIGHWAYS ENGLAND

6.3.1 No objection subject to the imposition of a condition requiring the agreement and implementation of a travel plan. The submitted transport statement (TS) is based in part on parameters agreed with LCC for a separate application immediately to the north but such agreement has not been evidenced. As a TS has been submitted rather than a transport assessment (TA), no junction capacity or background traffic level assessment has been provided. The peak hour periods used are agreed. The TS acknowledges the potential for cumulative impact but notes that the existing use generates some traffic. The applicant should confirm appropriate committed developments with the LPA to inform local road assessments. The national trip end model (NTEM) has been used for modal split of trips. This concludes that whilst car use is higher than average, proximity to local facilities, cycle routes and bus stops would reduce car use. This is considered reasonable. Trip rates have been checked against the TRICS database and are considered to be acceptable.

6.3.2 The trip distribution methodology has been based on the Bowgreave Farm application (ref. 15/00040/OUTMAJ) and is considered acceptable. This shows that 14.6% of traffic would potentially travel via J33 of the M6 with 30.9% potentially travelling to J1 of the M55. It is judged that this would equate to a maximum of 5 extra vehicles on any one slip within HE jurisdiction in the peak hour. This would not be likely to result in a step change in operation and would be unlikely to result in a significant or severe impact upon the strategic road network. As such, HE raises no objection to this application in isolation subject to the agreement of a travel plan. Nevertheless, a large number of planning applications are pending consideration in the A6 corridor and these could have a cumulative impact which needs to be better understood. Serious consideration should be given to whether or not the scheme should make an appropriate contribution to the highway improvement strategy that LCC is developing.

6.4 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.4.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;

- Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

6.4.2 These comments update the previous comments to this application provided by LCC on 10.02.2016 at which time LCC could not support the application.

(A) Proposed Main Site Access Strategy - The developer is proposing a single point of access to the development site from Bowgreave Drive. Bowgreave Drive currently serves as to 34 dwellings and the golf club and links the development site to the classified highway network (Garstang Road – B6340). The junction of Bowgreave Drive and Garstang Road is a simple priority junction with no identified highway issues. Given the scale of the development consideration should have been given to the provision of an emergency access. Additional response confirms the sightlines at the junction of Bowgreave Drive and Garstang Road are very good. Well in excess of 90m is available all within highway limits.

(B) Transport Statement (TS) - The developer has submitted a TS in support of the application. Given the scale of the development and the wider impacts that development has, a Transport Assessment (TA) would have been the appropriate type of assessment. Whilst the TS refers to other developments an appropriate assessment of cumulative impact has not been undertaken. No committed developments have been included within the assessment. This development will generate around 55 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 the same as those used for a small housing development off Garstang Road (Bowgreave House Farm) and not so dissimilar to those LCC accepted for 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 in the original TS only considers the junction of Bowgreave Drive and Garstang Road and no assignments of trips have taken place 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%

Supplementary information provided by the developer provides network distribution but does not take into account committed developments and the cumulative impact of those currently proposed, under consideration. The updated distribution provided by the developer differs from this. The TS indicates that there have been 2 injury accidents at the junction of Bowgreave Drive and Garstang Road and a further 5 injury accidents within approximately 800m to the north. 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.

No off site highway works are proposed by the developer.

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 Bowgreave Drive/Garstang Road junction. 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 at this location (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 their individual and cumulative 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 their individual and cumulative impact 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.

Site accessibility - 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 the site "is within easy walking distance of a wide surrounding catchment area with all the necessary local facilities and employment opportunities. The site has very good public transport connections to the surrounding area with frequent services directly passing the site. All local facilities and a large area of potential employment opportunities would be within easy cycling distance of the development site." The development is over the threshold for a Travel Plan. No Travel Plan has been provided. This concern is to be overcome through a planning condition which includes a suitable commitment from the developer to fund measures within the travel plan that includes bicycles and bus passes for each dwelling. The developer originally 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 update recently provided indicates improved access to the site for pedestrians and cyclists but nothing beyond the site boundaries. As a minimum, I would have expected to see a pedestrian/cycle link from the development to Byerworth Lane South, which is shown on the pedestrian cycle routes plan submitted by the developer. This link could also double up as an emergency access. There are a number of bus stops (northbound and southbound) which are located within a relatively short distance of the site access, the whole of the site is 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.

Update to comments above - LCC held a meeting with the developer on 09.12.2016. At the meeting agreement was reached on local sustainable transport improvements. Here the developer has agreed to provide upgrades to local bus stops and that they could be secured through an appropriate planning condition. Agreement was also reached on the provision of a pedestrian / cycle access onto Byerworth Lane South. Discussion took place on the wider highway impacts of the development. Following this the developer has provided a cumulative impact assessment. Following on from this further work was undertaken by LCC. This work has provided a total 'Cumulative Assessment' for the northern section of the A6 corridor which included consideration of this development and others currently under consideration. This work negated the need for further assessment by other developers and has ultimately allowed an informed decision to be reached on this and other applications under consideration.

(C) Internal Site Layout, Parking Standards/Parking Provision and SUDS - As the application is in outline form layout is a reserved matter. The indicative layout plan raises no major concerns, however, I would advise that prior to the submission of any reserved matters application the developer should consult with LCC to ensure that the internal layout meets with adoptable standards.

(D) S278 Works - The construction of the site access/accesses 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 accesses.

(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. A considered and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

Also,

- Travel Plan Support Contribution, £6,000

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 31 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.5 LANCASHIRE COUNTY COUNCIL (FLOOD AUTHORITY) – no objection raised. The FRA submitted indicates that surface water would be discharged to the River Calder. Surface water run-off should be discharged via the following in order of preference: infiltration to ground; discharge to a surface water body; discharge to a surface-water, highway or other drainage system; a combined sewer. No justification for the proposed drainage solution has been provided. Surface water should, as far as is practicable, be managed so as to mimic surface water flows whilst reducing flood risk and taking climate change into account. Schemes should adhere to the non-statutory technical standards for sustainable drainage systems. It is unknown if infiltration would be feasible. The applicant must provide evidence if this technique cannot be used. A full ground investigation should be undertaken. The developer should design the drainage system for exceedance working with the natural topography. A site plan should be provided to show any exceedance routes used. Further guidance is available. Sustainable drainage systems have multifunctional potential and can offer a range of benefits. The proposed drainage scheme does not include SUDS and so either a revised scheme should be developed or justification should be provided. Flow balancing should be considered. All water bodies should reach Water Framework Directive 'good ecological statuses by 2015. No work should result in the deterioration in the status of a watercourse/waterbody. Discharge treatment stages can be provided if required. The submitted plans show that works are proposed within 8m of a watercourse, this is not recommended and the scheme should be reconsidered. Any works that would alter or impede the flow of water in this watercourse would require Land Drainage Consent. The applicant would be expected to undertake a study of the existing condition, examine downstream conditions and implications, and restrict discharge rates so that the peak would not exceed the greenfield equivalent. The ecology of the watercourse must be considered. Permeable paving on driveways cannot be included in hydrological calculations and the highway surface must be agreed with the LHA. Five conditions and two advice notes should be attached to any permission granted. The conditions would require development in accordance with the FRA, the agreement of a surface-water drainage scheme and a lifetime management plan for that scheme, preventing occupation until it is installed, and finished floor level details.

6.6 LANCASHIRE COUNTY COUNCIL (EDUCATION) – the development would generate a requirement for 36 primary school places. At current rates the necessary financial contribution to cover this requirement would be £485,083.08. No contribution towards secondary school provision is sought at the current time. There are a number of planning applications that are pending decision however and, depending upon the decisions on these applications, a contribution of £284,250.26 towards 14 secondary school places could be sought. Specific infrastructure projects would be identified at the point of determination. These figures would have to be revisited if accurate bedroom information becomes available.

6.7 GREATER MANCHESTER ECOLOGY UNIT (GMEU)

6.7.1 The information submitted is considered to be adequate for comment. The submitted survey identifies that a Natural England licence in relation to great crested newts would be required and this is agreed. A condition should be attached to any permission granted either requiring this licence or requiring confirmation that one is not necessary. A second condition requiring re-survey unless development commences before 31st March 2017 would also be needed. Ecological connectivity must be retained between the garden pond identified and the rest of the habitat. This

is not clear from the submission. Any landscape strategy should maintain this connectivity and agreement of these details should be conditioned. A new pond should also be created to reduce the relative isolation of the garden pond.

6.7.2 The building to be demolished is considered to be at negligible risk of supporting roosting bats and this is agreed. Several trees have moderate to high risk but it is noted that all 'at risk' trees are proposed for retention. Retention of the mature trees should be conditioned and an advice note should be applied in relation to the building and the trees to be removed. It is accepted that the only likely foraging and commuting is likely to be along the boundaries of the site following the existing hedgerows which are to be retained. Retention of these hedgerows should be conditioned and they should not be illuminated. The development would result in a loss of potential nesting bird habitat. As such, no vegetation clearance should take place between 1st March and 31st August in any year unless confirmation of the absence of nesting birds is provided. The scheme would result in some 4.7ha of low value ecological habitat. A condition should be attached to any permission granted to require the agreement of a scheme of mitigation and biodiversity enhancement. Otherwise, no objections are raised.

6.8 ENVIRONMENT AGENCY – no comment to make

6.9 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – initially an objection was raised and it was suggested that the application be refused because inadequate drainage information has been provided. It was noted that the watercourse proposed for discharge is culverted adjacent to the discharge point and does not have the capacity to accept the additional discharge that would result. A discharge rate of 31 litres / second was considered to be too high and it was judged that rates should be limited to Qbar and additional on-site storage provided. It was anticipated that there would be significant likelihood of surface water flooding to existing properties close to the site. The area to the south has suffered from a number of flood events but this was not been identified in the FRA. It was also noted that development ref. 15/00040 would discharge into the identified watercourse increasing the risk of surface water flooding. The applicant subsequently submitted revised and additional information in response to these comments such that no objections are now raised. The newly proposed and improved drainage system should be installed as set out on drawing ref. ELL-431-BHL-W-001. The site is in flood zone 1 which means that it is at a low risk of fluvial or tidal flooding.

6.10 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE AND ODOUR) – no objections raised subject to the imposition of a condition on any permission granted to require the agreement of a construction management plan. This would need to include measures to maintain good public relations and dialogue with the Council, and provide details of hours of work, noise and vibration, dust and air pollution, lighting and emergency deviation procedures.

6.11 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) – an air quality assessment was requested from the applicant and has subsequently been received. The document draws conclusions based on traffic data which should be verified. The stated NOx levels are background and not representative of roadside dwellings where impact is likely to be greatest. However, it is reasonable to draw some conclusions from the report. The development shows that the development would have relatively little impact on traffic flows with relatively small impact on air pollution exposure. However, some pollution would be generated and could contribute to an increasing baseline impacting upon health. As such, two conditions should be attached to any permission granted

requiring all dwellings to have a dedicated electrical vehicle charging point and specifying emissions from domestic heating boilers.

6.12 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – conditions requiring a desk-top study and a watching brief should be attached to any permission granted. A number of potential contaminative uses have been identified adjacent to the site. Additional information in relation to the former depot and reports for the adjacent housing developments should be sought prior to any site investigation works. The preliminary conceptual site model (CSM) is welcomed but this should include the pond and the adjacent nursery and the CSM should be updated accordingly. It is proposed that 41 positions would be excavated with a maximum of ten samples subjected to analysis. It is recommended that at least ten samples are analysed. It is also recommended that the trial trench by the former depot is extended or a second trench advanced to include the former nursery site. The responsibility for the safe development of the site rests with the developer.

6.13 WBC SERVICE DIRECTOR – PEOPLE AND PLACES (PARKS AND OPEN SPACES) – the small pockets of landscaping indicated are noted but provision for children's play would be expected. There would be potential for this to be provided through a financial contribution towards off-site provision. The nearest site would be Catterall playing fields. It is noted that the developer would intend to extend the bridleway from Byerworth Lane South into the site. This may lead to user conflict.

6.14 WBC SERVICE DIRECTOR – PEOPLE AND PLACES (TREES) – the tree data provided is agreed. The proposal would have a negligible impact on amenity as a result the majority of moderate and high grade trees would be retained and those lost would be replaced by mitigation tree planting as part of a detailed landscape scheme. Conditions should be attached to any permission granted to require agreement of and adherence to an Arboricultural Method Statement and Tree Protection Plan and agreement of a replacement tree planting plan.

## **7.0 REPRESENTATIONS**

7.1 53 representations have been submitted raising the following issues:

### Principle

- Impact on the character of the settlement
- Incursion into open countryside, loss of green land
- Development in the Green Belt
- Potential for settlements to coalesce
- Level of development disproportionate/over-development
- Cumulative impact with other development
- No need for the housing proposed
- Housing would not be affordable
- Housing would not meet local needs
- Inadequate infrastructure available (school places, medical facilities, car-parking, recreational facilities, emergency services)
- Development would not be in-keeping
- Unsustainable location remote from facilities
- No housing applications should be assessed until the borough's housing need is established
- Detrimental impact on the local community

- Would not support existing facilities or services
- Loss of the driving range as a recreational facility
- Visual impact on gateway to Forest of Bowland
- Highway impact
  - B6430 subject to heavy traffic and high traffic speeds
  - Provision of a single road in and out is inappropriate and the road is of a poor standard
    - Road network lacks capacity
    - Increased traffic and congestion
    - Impact on highway safety, particularly pedestrian and cyclist safety
    - Local footpaths inadequate
    - Adequate parking required (i.e. more than one space per property)
    - Insufficient parking proposed
    - Transport statement inaccurate/based on unreasonable assumptions, e.g. assumption of one car per household
    - Potential for mud on the road which poses a road safety hazard

#### Drainage and flood risk

- Increased flood risk and existing drainage problems
- Strain on existing sewerage systems

- Amenity
- Increased noise
- Vibration from vehicles
- Loss of privacy
- Loss of daylight
- Impact on air quality
- Light pollution

#### Ecology

- Impact on wildlife
- Loss of trees
- Loss of topsoil

#### Other

- The site is not considered in the emerging Local Plan for allocation
- Damage to existing properties from vehicles going over existing speed-bumps
  - The submitted viability report is inaccurate/misleading and should be given no weight
  - Safety issues concerning the continued use of the golf course should be given little weight
  - Changes to the golf facility are to wind down the operation to ultimately develop more houses
  - Any development needs to be undertaken quickly with minimal disturbance
- Inconsistency in the way in which applications are considered
- Council disregarding the views of residents
- Other sites in the developers control are currently in poor condition
- Housing previously refused on the site
- Loss of views



- Work has already commenced
- Issues arising from the proposed redevelopment of the golf course.

7.2 The Committee is advised that with regard to inconsistency between applications, reference is made to a domestic application seeking to extend the residential curtilage into open countryside. Such an application would offer no wider public benefit and is not considered to be comparable to this proposal. The rejected housing proposal referred to in the representations dates back to 1990 when a different planning policy environment was in place.

7.3 The Committee should note that the site does not fall within defined Green Belt. In addition this application does not relate to the golf course land but to the land currently occupied by the associated driving range and a maintenance building. Any redevelopment of the golf course itself would need to be the subject of a separate planning application.

7.4 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.

7.5 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 has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of development
- Housing land supply
- Impact on sustainable housing delivery
- Impact on the countryside
- Loss of the existing use
- Amenity impact
- Landscape and visual impact

- Access, parking and highway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Affordable housing, infrastructure provision and obligations
- Sustainability and planning balance

## PRINCIPLE

9.2 The application site falls within designated countryside but is currently in use as a golf driving range on the edge of the settlement of Bowgreave. Outline planning permission has been granted for the development of up to 30 houses on the land immediately to the north-east of the site, and for 7 houses on the land within the site to the south of the driving range building.

9.3 The applicant has submitted a legal opinion that concludes that up to 50% of the site could be considered to constitute previously developed land. This opinion has been based on an assessment of case law. It accepts that the driving range as a whole could not be considered to be the curtilage of the driving range building, but argues that an area larger than that hardstanding immediately associated with the buildings could reasonably constitute the curtilage. However, the opinion does not clarify the features that distinguish curtilage from non-curtilage and it is not clear how the figure of 50% is reached.

9.4 Officers are mindful that the definition of curtilage is not clear cut and is very much determined by the specific circumstances of the site in question. The NPPF defines previously developed land as that which is or was occupied by a permanent structure, including the curtilage of the developed land. It goes on to note that, in such circumstances, it should not necessarily be assumed that the whole of the curtilage would constitute previously developed land. It is generally accepted that the matter of curtilage is governed by three key considerations. These are the physical layout of the site, how it relates spatially to the building and whether or not there are any physical barriers or enclosures; the ownership of the land; and the use and function of the land and how this relates to the use and function of the building. It is accepted that the green area of the driving range is immediately adjacent to the building, it is enclosed by fencing and there are no barriers that would prevent or impede access. It falls within the same land ownership and is directly linked to the use of the building. However, in the case of a golf driving range, it is arguably the building that is incidental to the range rather than the alternative as would normally be the case when one is considering the extent of external curtilage connected to a building. As such, it is considered the curtilage of the driving range would be limited to those areas of hardstanding immediately surrounding and serving the building. On this basis, and taking into account the extant planning permission to the south, officers maintain that at least 75% of the site constitutes greenfield land.

9.5 Irrespective of the proportion of the site that can be categorised as previously developed land, the Committee should note that there is no provision within the NPPF or planning policy that stipulates that brownfield land is sequentially preferable to greenfield land for development. It is acknowledged that the NPPF encourages the reuse of brownfield land in the interest of effective land use. Consequently, the previously developed nature of a part of the site is a material consideration that weighs marginally in favour of the application as part of an overall assessment of sustainability and the planning balance.

9.6 Notwithstanding the status of the land, the site as a whole still falls within defined countryside as identified on the Proposals Map to the Local Plan and so Policy SP13 of the adopted Local Plan applies. This policy 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 NPPF 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.

9.7 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 sustainability.

#### HOUSING LAND SUPPLY

9.8 The housing requirement for the borough was originally set out in Policy H1 of the Local Plan. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS) which was subsequently revoked in May 2013. As the emerging Local Plan is not yet adopted, the borough does not have an established housing requirement. The Fylde Coast Housing Market Assessment (SHMA) 2013 represents 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 2031. 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.

9.9 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. The current application seeks outline planning permission for the development of up to 95 new homes on the site, which would represent a significant quantitative contribution towards meeting the boroughs housing requirement, weighing clearly in favour of the application.

#### IMPACT ON THE COUNTRYSIDE

9.10 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.

9.11 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met and sustainable

economic growth to be delivered in line with the requirements of the NPPF. It is therefore inevitable that the character of the wider countryside will experience some erosion around existing settlements.

9.12 As previously stated, the application site is currently in use as a golf driving-range and so comprises managed, amenity grassland, tall boundary fencing and an associated maintenance building. Much as the site is open green space, it does not have the character or appearance of countryside. Immediately to the west of the site is an access track serving the golf course and linking the main access road through to Byerworth Lane South to the north. The existing golf clubhouse lies to the south-west with the main golf course beyond to the west. As noted, the site immediately abuts the built extent of Bowgreave, which is a small rural settlement as defined by Policy SP8 of the Wyre Borough Local Plan, and a site recently approved for residential development. On this basis, and given the site circumstances, no unacceptable impact on the character, function or appearance of the wider countryside is anticipated. Nevertheless, it is recognised that some localised impact would result and that this would weigh against the proposal.

#### LOSS OF THE DRIVING RANGE FACILITY

9.13 Policy TREC8 of the Local Plan seeks to protect existing sports and recreational facilities and makes it clear that proposals for their redevelopment will be refused, except where the facility can best be retained and enhanced through the development of a small part of the site, and where the proposal includes the provision of alternative facilities of equivalent community benefit in the form of conveniently located recreational facilities or amenity space.

9.14 The applicant has submitted a statement prepared by the Organisation of Golf and Range Operators (OGRO) in support of the application. This statement notes that there has been a decline in golf membership and participation in recent years. This is confirmed by England Golf in their report 'Raising Our Game – The Strategic Plan for England Golf 2014-2017'. This document records a reduction in membership levels since 2004 of some 180,000 players. Sport England has identified that more people play golf now than in 2005 but on a less regular basis. Furthermore, because the club does not operate on a membership basis, it is understood that it is liable for greater tax payment whilst also having to offer very competitive rates for pay-and-play golf as this type of provision generally caters for the more casual and less committed golfer. It is suggested that the sport needs to adapt and modernise in order to cater to the expectations of today's golfers.

9.15 To further support the proposal, the applicant has provided financial information to demonstrate that patronage of the golf driving range has fallen significantly over the last five years. The reduction in use would equate to some 20%. It is also suggested that, on the basis of the financial information, each driving range bay is being used for just one hour per day. This indicates that the facility is not well used by local residents for recreation.

9.16 The application proposes the loss of the golf driving range which would be contrary to Policy TREC8 of the Local Plan. However, it is acknowledged that the redevelopment of the driving range land is intended to fund redevelopment and modernisation of the associated golf course. The golf course itself is outlined in blue on the submitted location plan and so a condition could be attached to any permission granted to require the agreement of details for the improvement of the main golf facility and to ascertain the way in which it would be made available for general public use. It is understood that future proposals could include the reduction

of the existing 18-hole course to a 9-hole course along with the provision of a 9-hole short course aimed at juniors and seniors and the introduction of foot golf. The provision of a large practice area/putting green and a new driving range facility would also diversify the offer on the main site. Subject to the agreement of appropriate levels of general public access, it is considered that these proposals could deliver a sufficiently improved and diversified recreation offer to adequately compensate for the loss of the existing driving range facility. Nevertheless, the conflict with Policy TREC8 of the plan weighs notably against the proposal and must be taken into account as part of the planning balance. Sport England is not a statutory consultee in this instance as the proposal does not involve the loss of playing field land.

#### HOUSING DENSITY AND MIX

9.17 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 4.7h and the application seeks permission for up to 95 dwellings. This would equate to a gross housing density of 20 dwellings per hectare. Given the nature of Bowgreave village and the quasi rural location of the site, this indicative density is considered to be acceptable.

9.18 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

9.19 The application seeks to agree the principle of development with layout reserved for later consideration. There is existing housing to the east of the site and so residential development on the site would be a compatible land use. It is not anticipated that the development would generate sufficient additional noise or disturbance from activity so as to unacceptably compromise residential amenity. Residential accommodation would be located closer to the existing golf course clubhouse and car park and this might be a source of noise and activity but, given the nature of the use, it is not anticipated to be so significant as to be detrimental to amenity or to warrant a noise assessment. SPG note 4 sets out the minimum separation distances that the Council expects to be provided between residential properties. It is considered that, were the authority minded to support the scheme, a layout meeting these requirements could be agreed as part of a reserved matters application. On this basis, no unacceptable amenity impacts relating to noise or loss of outlook, privacy or daylight are anticipated.

#### LANDSCAPE AND VISUAL IMPACT

9.20 The applicant has submitted a Landscape and Visual Appraisal which includes a brief assessment of the site and wider area. The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently undulating landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15e: Coastal Plain: Forton-Garstang-Catterall. The site also lies within Lancashire Landscape Character Assessment area 15e: Coastal Plain: Forton-Garstang-Catterall. It is also close to area 5i: Undulating Lowland Farmland and area 16a: North Fylde Mosses. The area can be defined as a gently undulating, farmed landscape dominated by improved pasture and scattered with historic halls, farms and woodland. It forms a transition between lowland farming and the fringes of the Bowland Fells and Winmarleigh Moss. Urban development has

eroded the rural character of the landscape. The application site is not nationally, regionally or locally designated but it is recognised that the existing vegetation and mature trees around the edges of the site make a positive contribution to the setting and visual amenity of the area. The Forest of Bowland Area of Outstanding Natural Beauty (AONB) starts some 1.8km east-north-east of the site.

9.21 The assessment of impact is based on a development of properties with traditional dual-pitched roofs with maximum ridge height of 9.3m. Six viewpoints are considered including Byerworth Lane South, two public rights of way, Byerworth Bridge, and residential properties on the A6 and Bowgreave Drive. One of the footpaths falls within the AONB and offers long-range views of the settlement. It is noted that a significant number of trees would be lost as a result of the development, but that many of these would be low value trees. It is understood that these trees have already been removed. The site would form an urban extension to Bowgreave and would be bound to the west by a golf course comprising managed grassland and trees. It is noted that mitigating landscaping would be proposed as part of the scheme and that the landscape is naturally undulating with existing vegetation reducing clear long-distance views to the site. On this basis, the landscape is considered to have the capacity to absorb change and, as such, no unacceptable implications for the AONB or the users of main public vantage points are anticipated. It is recognised that there will be localised impacts but it is considered that these could be satisfactorily mitigated by new landscaping.

9.22 It is accepted that the development proposed would change the character of the immediate area and have a significant, localised visual impact. This would weigh against the proposal. However, such an impact is inevitable for a development of this scale on the rural fringe of a settlement. Site layout, appearance and landscaping are not matters for consideration at this stage. However, any landscape strategy proposed for the site should seek to conserve distinctive field patterns and key landscape features and landforms such as hedges, verges and tree planting. Complementary materials and building styles to reflect the form of the existing settlement should be used. This kind of approach could be secured at reserved matters stage should the Council be minded to support the application. On this basis, no unacceptable visual impact on the wider countryside, sensitive vantage points or the AONB is anticipated.

#### ACCESS, PARKING AND HIGHWAY SAFETY

9.23 The developer is proposing a single point of access to the development site from Bowgreave Drive. Bowgreave Drive currently serves 34 dwellings and the golf club and links the development site to Garstang Road (B6340). The junction of Bowgreave Drive and Garstang Road is a simple priority junction with no identified highway issues. An additional response from LCC confirms the sightlines at the junction of Bowgreave Drive and Garstang Road are very good; well in excess of 90m is available all within highway limits. LCC advise that given the scale of the development, consideration should have been given to the provision of an emergency access. This is indicated on a subsequent pedestrian and cycle access plan provided and details of this emergency access can be secured by condition.

9.24 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 31 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.

9.25 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.

9.26 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.

9.27 In the TS the developer states, with respect to accessibility, that the site "is within easy walking distance of a wide surrounding catchment area with all the necessary local facilities and employment opportunities. The site has very good public transport connections to the surrounding area with frequent services directly passing the site. All local facilities and a large area of potential employment opportunities would be within easy cycling distance of the development site." The development is over the threshold for a Travel Plan. Whilst no Travel Plan has been provided, LCC advise this can be secured by planning condition which includes a suitable commitment from the developer to fund measures within the travel plan that includes bicycles and bus passes for each dwelling. The developer originally 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. A pedestrian / cycle link from the development to Byerworth Lane South is shown on both the landscape strategy plan submitted originally with the application and a subsequent submitted pedestrian cycle routes plan. This link could also double up as an emergency access as set out above. Full details of this can be secured by condition. In terms of public transport connections, there are a number of bus stops (northbound and southbound) located within a relatively short distance of the site access, with regular bus services linking the site to Preston, Garstang, Blackpool and Lancaster. These bus stops do not provide raised boarding areas, which LCC expect to be provided to improve accessibility at these stops for a wider range of users. The developer has offered to upgrade these stops. In order that the development is able to "make the fullest possible use of public transport, walking and cycling" as required by the NPPF (paragraph 17), upgrading of bus stops can be secured by condition / s278 works. A Travel Plan contribution of £6,000 is also required by LCC and this would need to be secured by S106 agreement.

9.28 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 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. 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.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.29 The application has been considered by the Greater Manchester Ecology Unit and the information submitted is judged to be acceptable. The building to be demolished is considered to have negligible risk of being used by roosting bats and it is noted that all of the trees with a high risk of being used by bats are to be retained. The existing hedgerows along the boundary of the site may be used by bats for foraging and commuting and these should be retained and not illuminated. Appropriate conditions and advice notes should be attached to any permission granted to protect these features and thereby safeguard any bat populations. In order to protect nesting birds, no vegetation clearance should take place during the main bird nesting season and this should be secured through condition. The site consists of a managed golf driving range and so is of relatively low ecological value. Nevertheless, and in accordance with the provisions of paragraph 118 of the NPPF, a scheme of ecological enhancement should be agreed through condition in the event that planning permission is granted.

9.30 The submitted Great Crested Newt (GCN) survey identifies GCN were found to be present in two ponds near the site and that a large population of GCN was present at the site. Consequently a Natural England licence in relation to GCN would be required. Whilst Natural England is the determining authority for such a license, as a responsible authority, due consideration has to be given as to whether the three tests are likely to be satisfied at the planning application determination stage. It must be shown that the development is in over-riding public interest, that there is no satisfactory alternative, and that the derogation that would result would not be detrimental to the maintenance of the species. With regard to the first test, it is



acknowledged that the Council cannot demonstrate a 5yr supply of housing land as required by the NPPF and that the development proposed would make a fairly substantial quantitative contribution towards meeting the borough's housing requirement. As such, the scheme is considered to be of over-riding public interest. Even if there were other comparable sites available for development, the borough would still be in a position of housing need. Consequently, there are no satisfactory alternatives. There is no indication from GMEU that the third requirement which relates to mitigation and compensation cannot be satisfied. In light of the above, it is considered there is no reason to believe at this stage the application is unlikely to meet the tests for development with regard to great crested newts. A condition should be attached to any permission granted either requiring this licence or requiring confirmation that one is not necessary. A second condition requiring re-survey unless development commences before 31st March 2017 (which is not going to be the case) would also be needed as advised by GMEU. Ecological connectivity must be retained between the garden pond identified and the rest of the habitat. This is not clear from the submission. Any landscape strategy should maintain this connectivity and agreement of these details should be conditioned. A new pond should also be created to reduce the relative isolation of the garden pond.

9.31 The application proposes the loss of some 130 trees but these had no statutory protection, and it is understood that these have already been removed. It is, however, noted that around 56 of them were of categories C or U and therefore undesirable or unsafe for retention. The arboricultural information submitted in support of the application has been considered by the Council's Tree Officer and is agreed. The majority of moderate and high grade trees on site are proposed for retention and replacement planting as part of an overall, detailed landscaping scheme would mitigate the loss of those removed. Conditions should be attached to any permission granted to require the agreement of and adherence to an Arboricultural Method Statement and a Tree Protection Plan and a comprehensive landscaping scheme to include native replacement tree planting should be required through condition.

9.32 Subject to the imposition of these conditions, no unacceptable ecological or arboricultural impacts are anticipated.

## FLOOD RISK AND DRAINAGE

9.33 The site lies within flood zone 1 and so there is no requirement for the applicant to demonstrate compliance with the sequential or exceptions tests. The flood risk assessment submitted has been considered by the Council's Drainage Officer and by Lancashire County Council as Lead Local Flood Authority. This is considered to be generally acceptable but it is noted that no information has been provided to demonstrate whether or not surface-water from the site could be drained through infiltration. However, this could be assessed through condition as part of the agreement of a suitable surface-water drainage plan. This condition would also seek to agree measures to prevent pollution and manage surface-water run-off during construction. A second condition should be applied to secure appropriate arrangements for the lifetime management of the drainage scheme. It is considered that a suitable drainage strategy based on sustainable drainage principles could be agreed for the site. Whilst the concerns of residents and the Parish Council are noted with regard to drainage, subject to these measures the development proposed is not anticipated to increase flood risk on or off the site. As such, no drainage or flood risk issues are identified.

## ENVIRONMENTAL IMPACT

9.34 It is considered that the quality of controlled waters and ground and surface water bodies could be safeguarded through the application of the drainage conditions detailed above.

9.35 An air quality assessment has been submitted with the application and has been considered by the Council's Environmental Protection team. It has been recommended that the traffic generation data be verified, but it is generally accepted that the traffic generated would not have a significant effect on air quality. It has been recommended that two conditions be attached to any permission granted. One would require the provision of electric vehicle charging points in accordance with the best practice guidance. However, Bowgreave is not within or close to a defined Air Quality Management Area and there is no established planning policy requirement for such provision. As such, it is not considered that a condition to this effect could be justified. The second condition would stipulate the specifications of domestic heating boilers. This degree of detail is beyond the scope of a planning application and is considered under Building Regulations. Notwithstanding the omission of these conditions, whilst the potential for cumulative impact from development is acknowledged, no air quality issues are identified that would warrant refusal of this application.

9.36 The information submitted in respect of potential land contamination has been considered by the Council's Environmental Protection team and additional works have been identified as necessary. However, it is considered that these could be secured through the imposition of an appropriately worded condition that would also secure any remediation works found to be necessary. On this basis and subject to the imposition of such a condition, no unacceptable impacts on human health or the environment arising from land contamination are anticipated.

## AFFORDABLE HOUSING, INFRASTRUCTURE PROVISION AND OBLIGATIONS

9.37 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 Affordable Housing Officer advises the application proposes up to 95 dwellings which would equate to a requirement for 28 affordable units. These should be a mix of intermediate and rented units with the rented element consisting of older person's accommodation such as bungalows and potentially a small number of apartments and houses. The intermediate provision should consist of 2 and 3 bedroom houses. This could be secured through condition and the applicant has indicated agreement in principle. However, it is understood that the applicant is interested in providing specialist retirement accommodation. If this were to be the case, and on the basis that a need for such accommodation could be demonstrated, this could affect the requirement for affordable housing provision. An allowance for this could be incorporated into the wording of any condition in order to ensure that appropriate provision is secured.

9.38 On the basis of the information provided, Lancashire Education Authority has confirmed that they would seek a financial contribution towards the provision of 36 additional primary school places in the local area (within 3 miles of the site). The contribution requested would amount to £485,083.08. No contribution towards secondary school provision would be sought at the current time. However, this would need to be reassessed at the point of determination and when accurate bedroom

information became available. Dependent upon the outcome of other pending decisions in the area, a contribution of £284,250.26 may be required to provide 14 secondary school places. The reassessment / named project(s) will be reported on the Committee Update Sheet. Any contribution would need to be secured through a S106 legal agreement. 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.

9.39 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 90 units would equate to a requirement of 0.38ha. The application site is some 4.7ha in area. The submitted illustrative landscape strategy indicates areas of open space within the site but it is noted that layout is not a matter for consideration at this stage. However, it is considered that sufficient space is available on site for the requirement for public open space provision to be met. Whilst it is noted that the Council's Parks and Open Space Officer would accept a financial contribution in lieu of on-site provision for the improvement of existing play facilities at Catterall playing fields, no such scheme is identified. Given the scale of development proposed here together with the proximity of the site to Catterall it is considered that on-site provision should be made. This would need to be secured by condition.

9.40 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

9.41 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.

9.42 The land is not safeguarded for employment uses. It is acknowledged that the loss of the driving range facility could result in the loss of a limited number of jobs but it is anticipated that this would be balanced by additional employment opportunities generated by the redevelopment of the golf club as a result of this scheme. No part of the site falls within a minerals safeguarding area. Some employment would be created through the construction process and future residents would support local businesses and public services. As such and on balance, the scheme is considered to be economically sustainable.

9.43 The site is not designated for its landscape or environmental value. Through the imposition of appropriate conditions, biodiversity on the site could be safeguarded and enhanced and trees and hedgerows protected as appropriate through the agreement of a suitable landscaping scheme. The proposal would have a detrimental impact on the character of the immediate area and this would weigh against the proposal. However, it is considered that the extent of impact would be limited and that the character and function of the wider countryside would be preserved. Appropriate design could be secured at reserved matters stage. It is

recognised that part of the site at least could be considered to constitute previously developed land although the majority of the site is considered to be Greenfield land. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. On this basis, the proposal is considered to be environmentally sustainable.

9.44 The proposed development would represent an extension to the settlement of Bowgreave. The provision of up to 95 new homes would make a substantial quantitative contribution towards meeting the borough's housing requirement and weighs significantly in favour of the proposal. Affordable or specialist needs 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 to meet the additional need for school places generated by the development. The loss of the driving range facility weighs against the proposal but it is considered that this could be adequately mitigated by the improvement and diversification of the recreational offer on the main body of the golf course.

9.45 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 31 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**

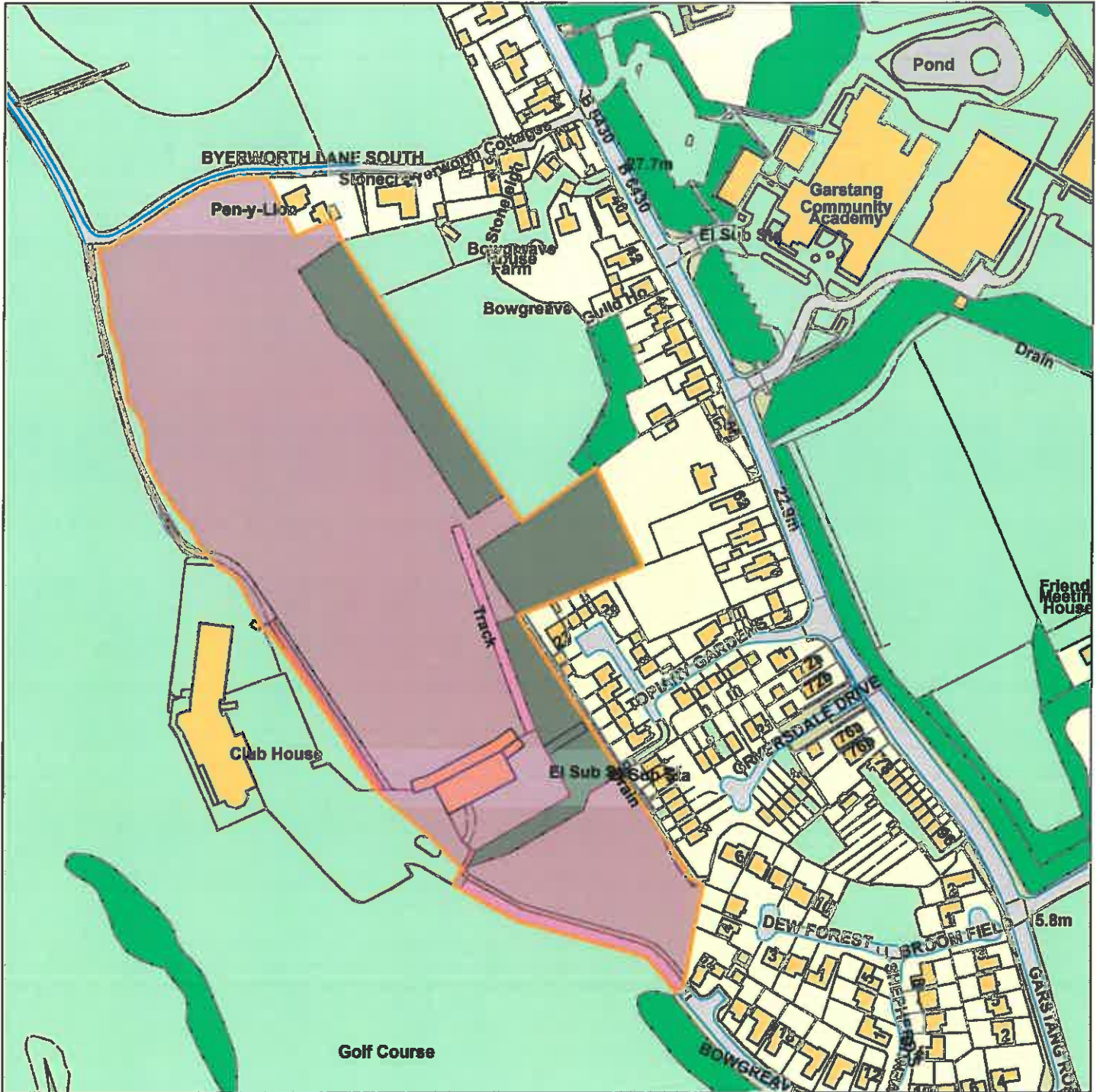
12.1 That members resolve to grant outline planning permission subject to conditions and a S106 legal agreement to secure appropriate financial contributions towards local education, sustainable travel and highway improvement works, and that the Head of Planning Services be authorised to issue the decision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

# Planning Committee

15/00891/OUTMAJ - Garstang Country Hotel and Golf Club, Bowgreave



Scale : 1:2774

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 8
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720

**Committee Report**

Date: 22.03.2017

Item Number 09

Application Number 15/00928/OUTMAJ

Proposal Outline application for residential development for up to 49 dwellings with access applied for off Calder House Lane

Location Land Off Calder House Lane Barnacre With Bonds Lancashire PR3 1ZE

Applicant Property Capital PLC &amp; Carrick Sports

Correspondence Address c/o Frost Planning Ltd  
FAO: Mr A Frost Drumlins 57 Chelford Road Prestbury  
Macclesfield Cheshire SK10 4PT

Recommendation Permit

**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 7.37ha of land in Bowgreave to the east of Garstang Road and to the south of Calder House Lane. The Little Calder River bisects the site, which is 'L-shaped'. The southern part of the site falls within a Mineral Safeguarding Area. The majority of the site also falls within flood zones 2 and 3. There is a Grade II listed building to the north of Calder House Lane behind Calder House and a public right of way runs along the southern boundary. The site comprises of the large field on the corner of Garstang Road and Calder House Lane

and the northern sections of two fields to the south. At present the land is open farmland bound by hedgerows that include two trees. The southerly two fields are split by a watercourse and hedgerow. A group of trees in the northern part of the site fronting Calder House Lane are subject to a Tree Preservation Order.

### **3.0 THE PROPOSAL**

3.1 The application seeks outline planning permission for the erection of up to 49 dwellings with access taken from Calder House Lane. An illustrative plan has been submitted to show the proposed extent of built development. This would see built development restricted to the north-western corner of the site over an area of some 2ha (to reduce the visual impacts) and this could be controlled by a condition. Notwithstanding the information set out on this plan, the matters of layout, scale, appearance and landscaping are reserved for later consideration.

3.2 The application is supported by the following:

- Planning statement (including a heritage statement, agricultural land statement and consultation statement)
- Sustainability statement
- Landscape assessment
- Design and access statement
- Ecological appraisal
- Tree report
- Transport statement
- Flood risk modelling and mitigation reports
- Flood risk assessment
- Land contamination report

### **4.0 RELEVANT PLANNING HISTORY**

4.1 15/00048/PREAPP – pre-application advice sought in relation to residential development on 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 Air quality – this section provides guidance on how planning can take account of the impact of new development on air quality with particular reference to the development management process.

5.2.3 Conserving and Enhancing the Historic Environment - this section gives guidance to decision-makers and considers designated and non-designated heritage assets.

5.2.4 Flood Risk and coastal change – this section expands upon the NPPF and explains the need to direct new development towards areas of lowest flood risk, concentrating on flood zone 1, and ensure that development would be safe and not lead to increased flood risk elsewhere.

5.2.5 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.

5.2.6 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.

5.2.7 Open space, sports and recreation facilities, public rights of way and local green space – this section explains how such areas and facilities should be taken into account in planning decision-making.

5.2.8 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.

5.2.9 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
- TREC12 – public rights of way
- CIS6 - 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
- CS9 – Strategy for Garstang and Catterall
- CS13 – Sustainable development
- CS14 – Quality of design
- CS16 – Transport, accessibility and movement
- CS15 – Economy, regeneration and learning

- CS17 – Infrastructure and community facilities
- CS18 – Green infrastructure
- CS19 – Biodiversity and geodiversity
- CS20 – Housing mix
- CS21 – Affordable housing
- CS24 – The countryside
- CS25 – Flood risk and water resources
- CS28 – The historic environment

5.4.3 The Wyre Local Plan Issues and Options Paper (2015) identifies the site as potentially being suitable for housing development. The site is identified as IO\_105. Given that the new emerging Local Plan is at an early stage of development, this listing can be afforded only very limited weight.

## 5.5 JOINT LANCASHIRE MINERALS AND WASTE LOCAL PLAN

5.5.1 Policy M2 is most relevant and states that incompatible development will not be supported on land within a minerals safeguarding area unless the applicant can demonstrate that: the mineral is no longer of value or has been fully extracted; the full extent of the mineral could be satisfactorily extracted prior to development; the development is temporary and would not prevent future extraction; there is an over-riding need for the development; the depth of the mineral would make prior extraction unfeasible; or that extraction would cause land stability issues.

## 5.6 SUPPLEMENTARY PLANNING GUIDANCE

5.6.1 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.

## 5.7 EVIDENCE BASE DOCUMENTS

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

5.7.2 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).

5.7.3 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 document. Bowgreave is ranked twelfth within the list.

## **6.0 CONSULTATION RESPONSES**

6.1 BARNACRE-WITH-BONDS PARISH COUNCIL – objection. The site is in open countryside and the development would be contrary to Policies SP8, SP9 and SP13. Where development has taken place it was for an affordable housing scheme. Development in Bowgreave should not be permitted until a new Local Plan is in place. There is no need for the development proposed. The land is needed to maintain a buffer between Catterall and Bowgreave. The adjacent highway is hazardous and subject to heavy traffic including HGVs. There is significant congestion. The proposal would raise highway safety issues. The scheme would exacerbate existing levels of traffic and congestion. Calder House Lane is used for parking. The footpaths along Garstang Road are very narrow; the scheme would reduce pedestrian safety. Traffic speeds in the area are high. The road is at capacity. The land falls within a Minerals Safeguarding Area. There have been a number of residential schemes in the area which would see more children walking to school. Their safety must not be compromised. The land is susceptible to flooding. The sequential test has not been applied. Existing community services (schools, medical facilities) cannot cope with increased pressure. The development is not sustainable; residents would have to travel for work. The character of Bowgreave would be lost and the attractiveness of the area to visitors and tourists would be reduced.

6.2 CATTERALL PARISH COUNCIL – objection. The development would have a huge impact on the open countryside and be totally out of character with Bowgreave. It would be out-of-proportion with the side of the settlement. Any further development would put excessive pressure on A6 highway capacity. Joe Lane and Cock Robin Lane in Catterall would become rat-runs and subject to congestion. Flooding is a major issue. The flood information submitted must be carefully verified. The settlements of Bowgreave and Catterall would almost coalesce. An approval would set precedent for further development. Workers cannot use rail services as timely public transport connections are not in place. Further development would put additional strain on education and health services.

6.3 ENVIRONMENT AGENCY – initially objected on the lack of an acceptable FRA. The hydraulic model within the FRA has been verified and, on the basis of this, no objection is now raised to the proposal subject to the imposition of appropriate conditions on any permission granted. It is proposed that certain areas of the site would be raised thereby ensuring that all development would fall within flood zone 1. To compensate for the raising of the ground level, new flood storage would be provided on a level for level basis. It is accepted that the development would be safe from flood risk and would not exacerbate flood risk elsewhere as long as development proceeds in accordance with the FRA. The LPA must determine compliance with the sequential test and the first part of the exceptions test. The application would meet the second part of the exceptions test if the FRA is followed. An appropriately worded condition is suggested. The applicant should note that the Little River Calder is a main river and that prior written consent of the EA is required for any works or development within 8m. The EA has rights of access to the Little River Calder and the applicant should contact the EA in the first instance to establish these requirements.

6.4 UNITED UTILITIES - the site should be drained on separate systems with foul water draining into the public sewer and surface water draining in the most sustainable way with preference given in order to: ground infiltration; a surface water body; a surface-water, highway or other drain; a combined sewer. No objection is raised on the basis that conditions are attached to any permission granted to ensure that the site is drained on separate systems and that the development proceeds in-line with the submitted flood risk assessment. A justification is offered for the need for pre-commencement conditions. A water supply could be provided. Each unit would require a separate metered supply at the applicant's expense. All fittings must meet current standards. The level of cover to water mains and sewers must not be compromised. The applicant should contact United Utilities in the first instance and it is the applicant's responsibility to demonstrate the exact relationship between the development and UU assets.

6.5 LANCASHIRE COUNTY COUNCIL (FLOOD) – surface water should be managed in a sustainable way to mimic surface water flows as far as is practicable whilst reducing flood risk and taking climate change into account. Surface water drainage schemes should be designed in accordance with the non-technical standards for sustainable drainage systems and the NPPG. Discharge should be restricted to greenfield run-off rates. Sustainable drainage systems offer multiple benefits. Guidance is available. All water bodies should reach Water Frame Directive 'good ecological statuses by 2015. No works should reduce such status and treatment stages can be incorporated into drainage schemes as required. No objection is raised subject to the imposition of two conditions on any permission granted. These would require the development to proceed in accordance with the submitted flood risk assessment and require the agreement of details and long-term management of a drainage scheme.

6.6 LANCASHIRE COUNTY COUNCIL (EDUCATION) – the development would generate a requirement for 19 primary school places. At current rates the necessary financial contribution to cover this requirement would be £256,016.07. No contribution towards secondary school provision is sought at the current time. There are a number of planning applications that are pending decision however and, depending upon the decisions on these applications, a contribution of £142,125.13 towards secondary school provision could be sought. LCC intend to use the primary education contribution to provide additional primary places at Kirkland and Catterall St Helen's Church of England Primary School. To ensure that the approach is in line with the CIL regulations, LCC confirms that there is 1 secured Section 106 pooled against Catterall St Helen's Church of England Primary School although note that the Primary school has been proposed as an expenditure project in relation to a pending application (ref: 16/00144). These figures would be revisited once accurate bedroom information becomes available / at the point of determination.

6.7 HIGHWAYS ENGLAND –

6.7.1 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 are a basic assessment. More complex proposals require a wider consideration including assessment of junction operation and impact. The document submitted does not provide traffic data, it does not identify peak hours or make reference to future assessment years and does not reference any committed developments. The TS does provide a high level of assessment of J1 of the M55

based on traffic information derived from the Joe Lane scheme (ref. 15/00248/OULMAJ). An appropriate assessment of the impact of committed developments should be made and this should be clarified with the LPA and LHA.

6.7.2 HE has independently considered trip rates and, whilst those in the TS are slightly low, they are considered 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 18 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.

## 6.8 LANCASHIRE COUNTY COUNCIL (HIGHWAYS)

6.8.1 The strategic views of LCC Highways in so far as they refer to the impact of the development, together with other developments currently proposed within the A6 corridor, and the wider strategic requirements for mitigating that impact, are set out in the introductory report to this agenda. The comments set out below address the specific highway and transportation aspects of the application in relation to the following:

- A. The Latest Proposed Main Site Access Strategy;
- B. Specific Comments on all other elements of the submitted Transport Assessment under the following sub-headings:
  - Type of Assessment Undertaken;
  - Committed Development;
  - Traffic Figures;
  - Traffic Growth and Assessment Years;
  - Trip Rates;
  - Distribution;
  - Accident Analysis;
  - Off-site Highway Works Considered;
  - Junction Operational Assessment;
  - Site accessibility;
  - Pedestrian/Cycling Considerations; and
  - Public Transport Considerations.
- C. Internal Site Layout, Parking Standards/Parking Provision and SUDS;
- D. S278 Works;
- E. Planning Obligations (s106 Planning Contributions); and
- F. Recommendation

### 6.8.2 (A) Main Site Access Strategy

Access to the site is proposed to be via a simple priority junction onto Calder House Lane. A speed survey was undertaken by the developer and the access plan shows that the necessary junction geometry and associated sightlines can be provided. Additional clarification by LCC confirms speed data provided by the developer shows

85th percentile speeds to be 29.5mph westbound and 25.5mph eastbound. The developer is proposing sightlines of 2.4m x 43m, which are acceptable for a 30mph speed limit.

(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 original TS did not take into account committed developments nor had any cumulative impact assessment been undertaken to show whether or not there would be issues should some or all of current proposals come forward. Updated information from the developer refers to committed developments and a number of developments that are under consideration. This development will generate around 30 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 were slightly different than those accepted for the developments at Joe lane, Daniel Fold and Nateby Crossing Lane, however, the update now uses LCC preferred trip rates. The update also provides information relating to trip distribution. 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%

The updated distribution provided by the developer differs from this.

The original TS did not include any reference to the road safety record for the area. The update states that there have been no injury accidents on Calder House Lane in the last 5 years and only 1 on Garstang Road within 100m of its junction with Calder House Lane. However, if the distance was increased to 500m then there would be 5 injury accidents.

No off site highway works were originally proposed by the developer, however, the update now show the developer providing footway improvements along Calder House Lane and Garstang Road together with traffic calming/gateway treatment for Garstang Road. As part of the appropriate and necessary improvements to provide a junction onto Calder House Lane street lighting will need to be introduced.

No junction operational assessment has been undertaken in the analysis, although given the existing and future levels of traffic on Calder House Lane and 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 at this location (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 their individual

and cumulative 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 their individual and cumulative 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.

The National Planning Policy Framework (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 considered the site is accessible by non-car modes and will cater for needs of the development's residents and assist in promoting a choice of travel modes other than the private car." The developer has offered a number of improvements locally which will address some of the walking and road safety concerns; however, the impact of cumulative development on the wider highway network has not been addressed. The development is below the threshold for a Travel Plan; however, this does not mean that travel planning initiatives should be ignored. The developer originally 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 update recently provided indicates improvements to the local highway environment for pedestrians in the way of footway improvements. There are bus stops (northbound and southbound) which are located within a relatively short distance of the site access, the majority of the site is 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.

Update to comments above - 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.

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

(D) S278 Works  
The construction of the site access would need to be carried out under an s278 agreement as would any agreed scheme of footway improvements and traffic calming/gateway treatment for Garstang Road. Any s278 works should include the upgrading of the northbound and southbound bus stops nearest to the site accesses.

(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. A considered and co-ordinated request for Section 106 contributions towards sustainable transport will be based on the detailed assessment of the site and surrounding network.

The indicative list of schemes for which planning contributions should be considered is:

- A6 Barton to Garstang Sustainable Transport Strategy (Initiative 1);
- Initiatives 2, 3 and 4; and
- M55 Jct. 1 (Initiatives 5 & 6).

(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 11 developments (included within this response) must not exceed 176 two way, average trips at M55 Jct. 1. This development has a two-way impact of 15 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 further development (considered within this response) subject to securing appropriate mitigation. 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 agreed / 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.

6.9 GREATER MANCHESTER ECOLOGY UNIT (GMEU) – the information submitted is sufficient for comment. No further surveys are considered necessary. The site is not designated for its nature conservation value and is not close to designated sites. It has low potential to support protected species expect for a few foraging bats. The ecological issues relate to great crested newts, avoidance, mitigation and enhancement. The risk to great crested newts is considered to be negligible or low due to the small area of potentially suitable habitat to the north. No objection is raised but some impact is inevitable. The watercourse and trees are the most important habitats for bats and so should be retained. Potential nesting bird habitat would be lost and, as nesting birds are protected, no vegetation clearance should take place 1st March to 31st July unless the absence of nesting birds is confirmed. Agricultural grassland would be lost but it is noted that the features of greatest values, namely the hedgerows and trees, would be largely retained. It is considered that adequate mitigation could be provided. A detailed landscape plan would be required. This should mitigate any loss of habitat, provide continuous terrestrial connectivity along site boundaries and enhance wildlife value.

6.10 WBC HEAD OF ENGINEERING SERVICES (DRAINAGE) – no objection in principle. Full surface-water drainage plans should be submitted for approval and these should include details of surface-water drainage discharging direct to watercourses or balancing ponds and not discharging through the proposed hydro-brake. Part of the site falls within Flood Zone 3 and so is classified as being at high risk of flooding.

6.11 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (NOISE, ODOUR AND DUST) – it is requested that a condition be attached to any permission granted to require the submission and agreement of a Construction Management Plan. This plan would need to include procedures to maintain good public relations and dialogue with the Council; hours of work and deliveries; measures for controlling and monitoring noise, vibration, dust and pollutants; details of site lighting; and procedures for any necessary emergency deviation.

6.12 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (AIR QUALITY) – no comments.

6.13 WBC HEAD OF ENVIRONMENTAL HEALTH AND COMMUNITY SAFETY (LAND CONTAMINATION) – the potential contaminative history of the site is low risk but a precautionary approach should be taken and an intrusive site investigation completed. The proposed trial pit and borehole locations detailed should be expanded dependent upon the findings. Gas monitoring should be undertaken as proposed. The details, locations and proposed longevity of the gas monitoring should be provided along with any remedial measures identified as necessary. A conceptual site model should also be provided based on the investigations when available. The responsibility for the safe development of the site rests with the developer.

6.14 WBC SERVICE DIRECTOR - PEOPLE AND PLACES (PARKS AND OPEN SPACE) – the play area proposed would serve the development itself and should include a minimum of five items to provide basic core learning experiences. All equipment should be to relevant standards. Details of management are required and should be agreed. A contribution towards off-site provision at Catterall playing field would be an alternative. This would deliver more meaningful play provision in accordance with the Council's play strategy.

6.15 WBC SERVICE DIRECTOR - PEOPLE AND PLACES (TREES) – the information submitted within the Tree Report is accurate. A group of trees identified (G10) are subject to a Tree Preservation Order. The conclusions and recommendations of the submitted tree report are agreed and no objection is raised providing those trees / hedges identified for retention in the Tree Report are sufficiently protected. The proposed tree protection should be secured through requirement of an Arboricultural Method Statement and Tree Protection Plan. There is an opportunity for new tree planting within the site. This should be secured through a landscape plan and detailed planting schedule and should include native tree planting.

6.16 RAMBLERS ASSOCIATION, LCC PUBLIC RIGHTS OF WAY, LCC MINERALS AND WASTE – No responses received.

## 7.0 REPRESENTATIONS

7.1 177 representations have been submitted raising the following issues:

### Principle

- Loss of Green Belt
- Loss of a greenfield site
- Loss of open countryside
- Loss of agricultural land
- Cumulative impact with other development

- Overdevelopment of area
- Inappropriate development
- No need for new housing
- Housing proposed would not meet local needs
- Housing would not be affordable
- Lack of employment opportunities
- Set precedent for further future development
- Excessive development in the area
- Not infill development
- Impact on the character of the area
- Would lead to settlements coalescing
- Inadequate local services to support new development (schools, medical facilities, emergency services, shops, parking, sewerage)
- Need a strategic local plan
- Impact on the visitor economy
- Unsustainable development
- Other sites are available for the development

#### Highway impacts

- Unsustainable location will generate traffic
- Increase in traffic
- The area already has a heavy traffic flow including HGVs
- No capacity on the existing network
- Existing roads are narrow and in poor condition
- Existing footpaths are narrow
- Highway safety impacts, particularly for pedestrians and school children
- More children walking to school and therefore at risk
- Parking on the roads exacerbates congestion and visibility is poor
- Dimples Lane would be used as a rat-run
- Difficult to access B6430
- Police will lack resources to enforce speed limits
- Potential for mud to get on the roads
- Inadequate parking
- Damage to bridges and weakening of roads
- Access for emergency vehicles

#### Other

- Increased flood risk
- Existing flooding and drainage problems
- Inadequate/increased strain on water and sewage services
- No sequential test carried out
- Sequential test inappropriate and inadequate
- Need a refuse facility
- Impact on wildlife and habitats
- Ecology report does not relate to this development/site
- Environmental impact
- Reduced air quality
- Site is in minerals safeguarding area
- Increased pollution
- Increased noise
- Impact on the Forest of Bowland Area of Outstanding Natural Beauty
- Visual impact

- Loss of views
- Modern properties would not be in-keeping with the surroundings
- Impact on existing businesses with pressure for closure to protect amenity
- Loss of privacy
- Impact on listed building
- Impact on community cohesion
- The views of local people are disregarded
- Mental illness will increase due to a loss of emotional connection with the open space of the countryside
- Inconsistent handling of applications
- Need to keep fields to prevent global warming
- Application unclear and ambiguous
- Loss of property value
- Inadequate community involvement

7.2 A letter has also been received from Ben Wallace MP raising the issues of greenfield development, traffic congestion and highway safety, flood risk, the potential for the merging of settlements and the potential loss of visual amenity.

7.3 The Committee is respectfully advised that the representations alleging the inconsistent handling of planning applications make reference to domestic proposals that are not considered to be comparable to this proposal.

7.4 The Committee is reminded that loss of view and anticipated loss of property value are not valid planning considerations. It should also be noted that the site does not lie within the Green Belt.

7.5 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.

7.6 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 has been maintained with the agent throughout to keep them apprised of progress and consultee comments, and to seek clarification and additional information where necessary.

## **9.0 ASSESSMENT**

9.1 The main issues are considered to be:

- Principle of development
- Housing land supply
- Impact on the countryside
- Loss of agricultural land
- Housing density
- Amenity impact
- Landscape and visual impact
- Heritage impact
- Access, parking and highway safety
- Ecological and arboricultural impact
- Flood risk and drainage
- Environmental impact
- Infrastructure provision and obligations
- Sustainability and planning balance

## **PRINCIPLE**

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 sustainability.

## **HOUSING LAND SUPPLY**

9.3 The housing requirement for the borough was originally set out in Policy H1 of the Local Plan. This was then superseded by Policy L4 of the North West Regional Spatial Strategy (NWRSS) which was subsequently revoked in May 2013. As the emerging Local Plan is not yet adopted, the borough does not have an established housing requirement. 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. The current application seeks outline planning permission for the development of up to 49 new homes on the site. This would represent a significant quantitative contribution towards meeting the boroughs housing requirement that weighs strongly in favour of the application.

#### IMPACT ON THE COUNTRYSIDE

9.5 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.

9.6 The Council's emerging Local Plan is still at a relatively early stage of development. Nevertheless, there is an acknowledgement that some development will have to take place on land that is currently designated as countryside around existing centres in order for the boroughs housing needs to be met 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 wider 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.

9.7 The application site is bounded by Garstang Road to the west/south-west and Calder House Lane to the north/north-west. It lies at the south-easterly extent of Bowgreave village. The site extends over three separate fields that are split by the Little Calder River. Development of the site as a whole would bring the built extent of Bowgreave to within 200m of the northern limit of Catterall village to the south. At present these are two physically separate settlements each with their own character and sense of local community. Any amalgamation of these settlements would be of strategic significance and should properly only be considered as part of the Local Plan development process. In the absence of an adopted strategic plan to this effect, any merger would be undesirable and contrary to the provisions of the NPPF. In recognition of this consideration, the 'extent of proposed built development' plan submitted with the application shows built development limited to the north-western corner of the site.

9.8 The area proposed for built development would roughly align with the existing limit of built development on the opposite side of Garstang Road and would curve up following the line of the Little Calder River toward Calder House Lane. The easterly limit would extend some way beyond the existing properties on this road but it is nevertheless considered that the development proposed would represent a logical physical extension to the settlement of Bowgreave. Based on the plan submitted, a condition could be attached to any permission granted to ensure that built development was limited to the area shown, thereby preventing any coalescence between the settlements. On this basis, no unacceptable impact on the character and function of the wider countryside area is anticipated. It is, however, accepted that there would be a localised impact on the character of the countryside

immediately around Bowgreave. This would weigh against the proposal and will be considered as part of the visual impact assessment below.

## LOSS OF AGRICULTURAL LAND

9.9 The application site falls within Agricultural Classification Grade 3b according to the relevant report submitted with the application. Grades 1, 2 and 3a are considered to be the best and most versatile land; it therefore does not fall into this category and so the loss of such land does not require further consideration in accordance with paragraph 112 of the NPPF. Within the Wyre borough there are substantial tracts of grade 2 land along with large areas of grade 3 land. The application site is only 7.37ha in area. As such, its loss as agricultural land is not considered to weigh notably against the proposal.

## HOUSING DENSITY AND MIX

9.10 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 proposed for development would be 2ha and the information provided with the application indicates that up to 49 units are proposed. This would equate to a gross housing density of 24.5 dwellings per hectare. Given the nature of Bowgreave village and the relatively rural location of the site, this indicative density is considered to be somewhat high. However, it is acknowledged that this figure is based on the area proposed for built development only and does not include any areas of landscaping along the road frontages that would ordinarily be included as part of the site area. As such, it is anticipated that an acceptable net housing density could be secured at reserved matters stage should outline permission be granted.

9.11 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

9.12 The application seeks to agree the principle of development with layout reserved for later consideration. There is existing housing to the west and north of the site on the opposite sides of Garstang Road and Calder House Road respectively. Residential development on the site would therefore be a compatible land use. Garstang Road is a relatively busy main local road and it is noted that there is an existing secondary school, Garstang Community Academy, some 300m to the north. As such, it is not anticipated that the development would generate sufficient additional noise or disturbance from activity so as to unacceptably compromise residential amenity. The Council expects a minimum front/rear-to-front/rear separation distance of 21m between residential properties. This could be easily achieved between the properties proposed and those existing. The standards required to ensure adequate residential amenity for future occupants of the site could be secured at reserved matters stage should the Council be minded to support the scheme. On this basis, no unacceptable amenity impacts are anticipated.

## LANDSCAPE AND VISUAL IMPACT

9.13 The applicant has submitted a Landscape Assessment. The site falls within National Character Area 32: Lancashire and Amounderness Plain. This is characterised by a rich patchwork of fields and ditches in a flat or gently undulating

landscape punctuated by blocks of woodland. The site also lies within Lancashire Landscape Character Assessment area 15e: Coastal Plain: Forton-Garstang-Catterall. It is also close to area 5i: Undulating Lowland Farmland. The area can be defined as a gently undulating, farmed landscape dominated by improved pasture and scattered with historic halls, farms and woodland. Urban development has eroded the rural character of the landscape. The application site is not nationally, regionally or locally designated but it is recognised that the existing vegetation and mature trees around the edges of the site make a strong, positive contribution to the setting and visual amenity of the area.

9.14 The submitted assessment considers the landscape value of Bowgreave to be low to moderate and the landscape sensitivity of the settlement also as low. The surrounding landscape is noted to be largely flat but with views restricted by vegetation giving the appearance of a well-wooded and relatively enclosed landscape. The presence of trees is acknowledged but the landscape nevertheless affords long views. The landscape quality has been assessed as ordinary, the landscape value as moderate, and the landscape sensitivity as low. As the application site lies some 2km to the west of the Forest of Bowland Area of Outstanding Natural Beauty with the M6 motorway and west coast main railway line in between, this assessment is broadly accepted. The site itself is considered to be of ordinary quality and moderate value and its sensitivity has been judged to be medium.

9.15 The impact of the proposal on the setting, the surrounding landscape and the site has been assessed. The magnitude of change on Bowgreave village and the surrounding landscape is judged to be low with a medium magnitude of change for the site itself. Mitigation in the form of planting and a carefully designed layout and character is recommended to minimise the impact of the scheme. Views of the site have been considered from surrounding properties, roads and public rights of way. As would be expected, substantial visual effects are anticipated at the closest viewpoints. The impacts upon users of the public rights of way are considered to be limited due to the separation distances and intervening vegetation involved. The landscaped buffer shown around the southern and eastern parts of the site would provide the mitigation identified as necessary in the report.

9.16 Visually the development would impact on surrounding residential properties and roads and nearby public vantage points. This would weigh against the proposal. However, such an impact is inevitable for a development of this scale on the rural fringe of a settlement. The layout, scale, appearance and landscaping of the development are not matters for consideration at this stage but would be the subject of agreement as part of a reserved matters application should outline permission be granted. It is considered that a well-designed and landscaped scheme could be secured and that this would help to mitigate the visual impact of the proposal.

## HERITAGE IMPACT

9.17 There is a Friends Meeting House some 100m to the north 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 by the Council's Heritage Officer who has 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 Listed Building is not visible from the application site and that the site likewise cannot be seen from the Listed Building as other buildings and trees block the view. Consequently, no material impact would result. As such, the



development is considered to be acceptable as it would preserve the appearance of the nearby Listed Building and sustain its significance as a heritage asset.

#### ACCESS, PARKING AND HIGHWAY SAFETY

9.18 The application and submitted information has been considered by LCC as Local Highway Authority. Access to the site is proposed via a simple priority junction on to Calder House Lane and this access is considered to be satisfactory. Off-site highway works proposed include footway improvements along Calder House Lane and Garstang Road together with traffic calming/gateway treatment for Garstang Road. There are bus stops located with a relatively short distance of the site access which will be improved by the provision of raised boarding areas (under an s278 agreement) to improve accessibility to a wider range of users.

9.19 A Transport Statement has been submitted. Together with further work undertaken by 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 15 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 may be able to 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. 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.

9.20 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. County Highways do raise concerns that the developer offers nothing to improve pedestrian, cycling or public transport infrastructure / services and therefore it is argued that the developer fails to maximise sustainable transport initiatives. In order that the development is able to "make the fullest possible use of public transport, walking and cycling" as required by the NPPF (paragraph 17), LCC would expect to see the upgrading of the bus stops on the A6 eastbound and westbound near to the development site. This can be secured by condition / s278 works. LCC also state such a condition / s278 works should also require further consideration of the pedestrian/cycle impact of the proposals and necessary provision and a Stage 1 Road Safety Audit to be provided as part of the access proposal.

9.21 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 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. 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.

9.22 Site layout is not a matter for consideration at this stage but it is considered that safe and appropriate internal estate roads could be provided. Adequate parking provision to serve the development could be secured as part of the agreement of site layout at reserved matters stage.

## ECOLOGICAL AND ARBORICULTURAL IMPACT

9.23 The application has been considered by the Greater Manchester Ecology Unit and the information submitted is judged to be acceptable. It is noted that the site has low potential to support protected species except for foraging bats. Any risk to great crested newts is considered to be negligible or low. Some impact is acknowledged to be inevitable but no objection to the proposal is raised. The watercourse, hedgerows and trees on site are the most important habitats generally and for foraging bats and so should be retained and it is noted that allowance for this is made within the application. Subject to the imposition of appropriate conditions to protect any nesting birds and require the agreement of a landscaping, mitigation and enhancement scheme, no unacceptable impacts on biodiversity are expected.

9.24 The submitted Tree Report has been considered and agreed by the Council's Tree Officer. A group of trees on site adjacent to Calder House Lane are protected by a Tree Preservation Order. These are shown as retained on the indicative site layout plan. Based on the information submitted, no objection is raised. Conditions should be attached to any permission granted to require the agreement of a comprehensive Arboricultural Method Statement and Tree Protection Plan and the agreement of a landscaping plan to include a detailed planting schedule that

proposed native tree planting. A considerable section of hedgerow along Calder House Lane would need to be removed to accommodate the access and sightlines required. This landscaping plan would therefore need to show new hedgerow planting as mitigation. Subject to the imposition of these conditions, no unacceptable arboricultural impacts are anticipated.

## FLOOD RISK AND DRAINAGE

9.25 Part of the site falls within flood zones 2 and 3. As such, the applicant must demonstrate compliance with the sequential test. The Council has produced guidance to help developers with this assessment. Comparable, available sites across the whole borough must be considered, unless a robust justification can be provided for a smaller search area, and any allocated sites or available sites listed in the Council's Strategic Housing Land Availability Assessment and Housing Land Monitoring Report must be taken into account. In accordance with the Council's guidance, three land agents who operate in the area have been consulted. It is noted that, whilst the applicant has undertaken this work and submitted the required sequential appraisal, they consider it to be unnecessary. In accordance with the published guidance, a 10% variation has been applied and the submitted appraisal considers sites that could accommodate between 44 and 54 dwellings.

9.26 Seven alternative sites within those parameters were identified, although each has been reasonably discounted. On the basis of the information provided, it is accepted that there are no sequentially preferable, suitable and available sites for the development proposed. As such, the sequential test is satisfied.

9.27 As residential accommodation classifies as a more vulnerable use, the applicant must also demonstrate compliance with the exceptions test. This test comprises two parts. Firstly, the applicant must demonstrate that the development would provide wider sustainability benefits to the community to outweigh the flood risk. It must then be demonstrated that the development could be made safe. In terms of the wider sustainability benefits, the applicant has noted that the scheme would reduce the housing shortfall, boost supply and improve choice and affordability. It is also suggested that it would create jobs both directly and indirectly and support inward investment. The development would increase local spend on goods and services thereby supporting community facilities and would sustain local schools. Local highway improvements would be provided and the Council would benefit from an increased revenue stream. Any highway works necessary to make a development safe cannot be considered as a community benefit and nor would it be appropriate to give weight to an increased Council revenue stream. However, the other benefits of the proposal are noted and agreed. On this basis, the first element of the exceptions test is considered to be met.

9.28 The application and the submitted flood risk assessment (FRA) has been considered by the Environment Agency, United Utilities, the Lead Local Flood Authority and the Council's Drainage Officer. The FRA is considered to be acceptable and, subject to the imposition of a condition on any permission granted to require compliance with that document, it is considered that the scheme would be safe from flood risk and would not exacerbate flood risk off-site. As such, the second part of the exceptions test is met. A detailed strategy for the drainage of surface water from the site and the long-term management and maintenance of this drainage scheme should also be agreed and secured through condition. It is considered that an acceptable drainage strategy based on sustainable drainage principles could be agreed. As such, and subject to the application of appropriate conditions, no drainage or flood risk issues are identified.

## ENVIRONMENTAL IMPACT

9.29 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. The proposal has been considered by the Council's Environmental Protection team with regard to air quality. No information has been requested and no issues relating to potential air quality impact have been identified.

9.30 The potential for the site to be subject to land contamination is considered to be low but, in accordance with the precautionary principle, it is considered that further site investigation should be undertaken. Should the Council be minded to support the application, a condition could be attached to any permission granted to secure these works. On this basis, no unacceptable impacts on human health or the environment arising from land contamination are anticipated.

## INFRASTRUCTURE PROVISION AND OBLIGATIONS

9.31 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 2014 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 application proposes up to 49 dwellings and has proposed that 40% of the units would be made available on an affordable basis. This exceeds the minimum requirement and this weighs in favour of the scheme. These units should be provided on-site and should consist of a mixture of shared ownership or discounted sale housing and housing made available on an affordable rent basis. The affordable units should be predominantly two-bedroom. This could be secured through condition and the applicant has indicated agreement in principle.

9.32 On the basis of the information provided, Lancashire Education Authority would require a financial contribution of £256,016.07 to fund the provision of nineteen additional primary school places in the local area. No contribution towards secondary school provision is sought at the current time. However, this would need to be reassessed at the point of determination and when accurate bedroom information became available. LCC intend to use the primary education contribution to provide additional primary places at Kirkland and Catterall St Helen's Church of England Primary School. Dependent upon the outcome of other pending decisions in the area, a contribution of £142,125.13 may be required toward secondary school provision. A reassessment / named project will be reported on the Committee Update Sheet. These monies would be secured through a S106 legal agreement.

9.33 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 49 units would equate to a requirement of 0.196ha. The indicative layout plan submitted with the application shows public open space to the south of the area identified for residential development and the necessary amount of public open space could be easily provided alongside the houses within the boundary of the red edge. As such, it is considered that this requirement could be met on site and secured by condition. Notwithstanding the response from the Council's Parks and Open Space Officer indicating that a financial contribution towards local off-site provision at Catterall playing fields could be an alternative to on-site provision, at this outline stage it is considered that on-site

provision should be required. A subsequent application to vary any condition requiring on-site provision to off-site contribution instead could always be made if favoured by the developer and agreed by the local planning authority in consultation with the Parks Officer.

9.34 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.

## OTHER ISSUES

9.35 The sustainability statement submitted advises that, amongst other considerations, the scheme would enable the landowner to invest capital receipts into Garstang Country Hotel and Club in order to support its continued operation as a local sports facility. Whilst this intention is noted, there is no way for the Council to tie the delivery of this scheme to the continued operation of the golf club. Furthermore, officers are mindful that this argument has also been put forward in justification of application ref. 15/00891/OUTMAJ which proposes residential development on the existing golf club driving range. On this basis, no weight can be afforded to this consideration in this circumstance.

## ASSESSMENT OF SUSTAINABILITY AND THE PLANNING BALANCE

9.36 The main thrust of the NPPF is the need to secure sustainable development. Sustainability comprises three dimensions; economic, social and environmental.

9.37 The land is not safeguarded for employment uses and the loss of agricultural land that would result is not considered to weigh notably against the proposal. The southern part of the site forms part of a Minerals Safeguarding Area. Policy M2 of the Joint Lancashire Minerals and Waste Local Plan is permissive of development on such land where there is an over-riding need for the development. Given the Council's inability to identify a five year housing land supply, it is considered that there is an over-riding need for residential development sufficient to justify the scheme proposed in accordance with this policy. Some employment would be created through the construction process and future residents would support local businesses and public services. As such the scheme is considered to be economically sustainable.

9.38 The site is not designated for its landscape or environmental value. Through the imposition of appropriate conditions, biodiversity on the site could be safeguarded and enhanced and trees and hedgerows protected as appropriate through the agreement of a suitable landscaping scheme. The proposal would have a detrimental impact on the character of the immediate area and this would weigh against the proposal. However, it is considered that the extent of impact would be limited and that the character and function of the wider countryside would be preserved. Appropriate design could be secured at reserved matters stage. It is acknowledged that natural resources would be used as part of the development process. No unacceptable impacts on water, land or air quality are anticipated as a result of the development. On this basis, the proposal is considered to be environmentally sustainable.

9.39 The proposed development would represent an extension to Bowgreave village. The provision of up to 49 new homes would make a significant quantitative contribution towards meeting the borough's housing requirement 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 to meet the additional need for school places generated by the development.

9.40 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 15 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 to be determined by LCC Highways and the satisfactory completion of the s106 agreement.

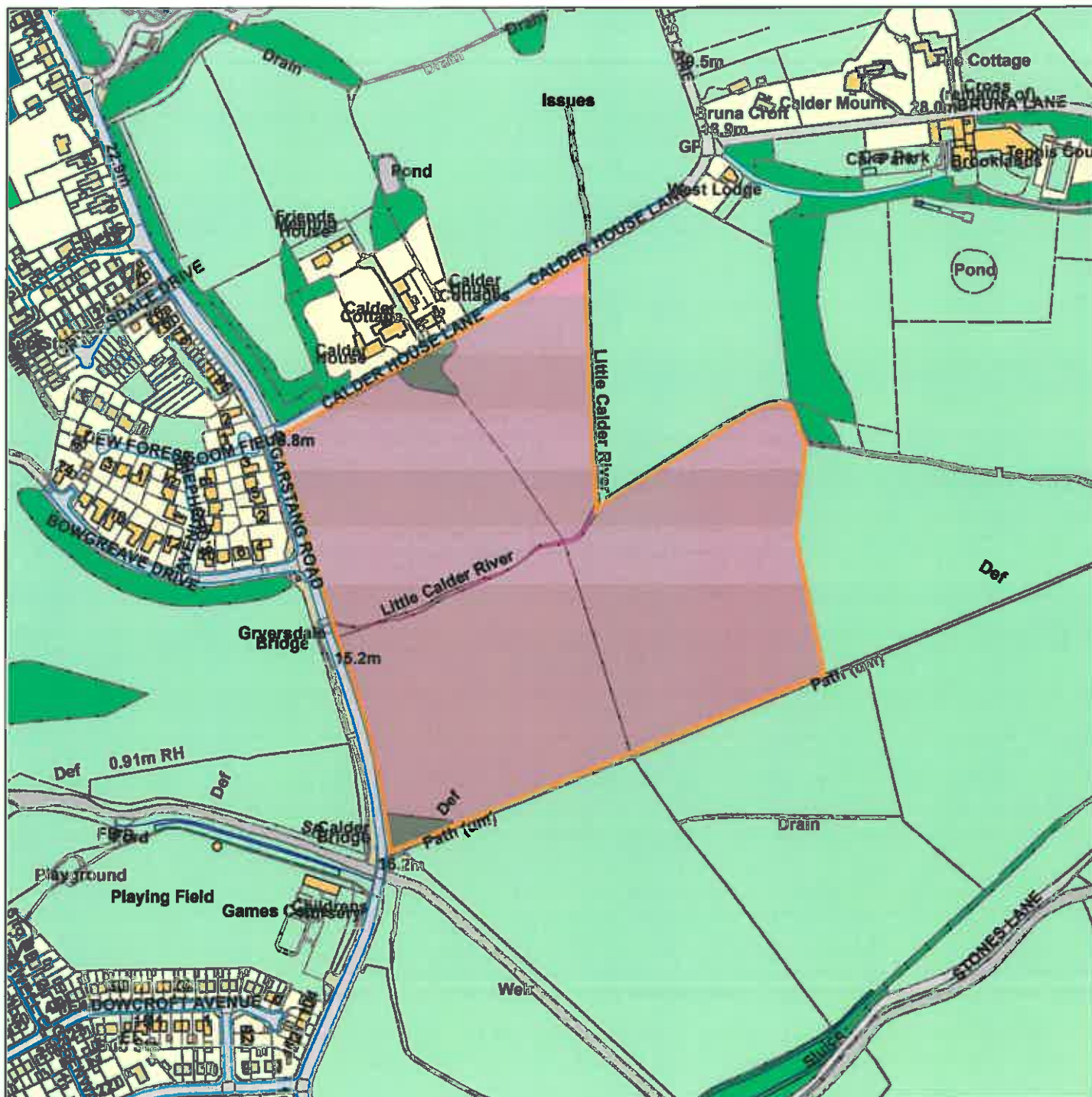
12.2 Whilst it is recommended that a Grampian condition be imposed to prevent commencement of any development until and unless planning permission has been granted for the development of Jct 2 M55 and the PWD, it is considered that a decision on that scheme is likely to be made within the next two months. 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**

arm/rg/pla/cr/17/2203nc10

# Planning Committee

15/00928/OUTMAJ - Land off Calder House Lane, Barnacre with Bonds



Scale : 1:4161

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<b>Organisation</b>	Wyre Council
<b>Department</b>	Planning Department
<b>Comments</b>	Item 9
<b>Date</b>	13 March 2017
<b>SLA Number</b>	100018720