

Report of:	Meeting	Date	ltem No.
Mark Billington Service Director People and Places	Planning Committee	2 October 2019	5

Wyre Borough Council Tree Preservation Order No 2 of 2019 – Land to the south of Blackpool Road, Carleton.

1. Purpose of report

1.1 To consider the objection to the making of Wyre Borough Council Tree Preservation Order No 2 of 2019 – Land to the south of Blackpool Road, Carleton.

2. Outcomes

2.1 To determine whether or not to confirm the Wyre Borough Council Tree Preservation Order No 2 of 2019 – Land to the south of Blackpool Road, Carleton.

An effective tree preservation order makes it an offence to do any works to the protected trees without first gaining consent from the Local Planning Authority unless such works are covered by an exemption within the Town and Country Planning (Tree Preservation) (England) Regulations 2012.

3. Recommendation

3.1 That the Wyre Borough Council Tree Preservation Order No 2 of 2019-Land to the south of Blackpool Road, Carleton ("the TPO") is confirmed subject to modification of the TPO schedule to contain the description of the tree species occurring within Woodland one ("W1"), namely " Mixed hardwoods mainly sycamore, hawthorn, white willow, alder, elder".

4. Legislative background to the TPO

4.1 Section 198 of The Town and Country Planning Act 1990 (as amended) empowers Local Planning Authorities to protect trees or woodlands in their area in the interest of amenity by making tree preservation orders. Following the introduction of The Town and Country Planning (Tree Preservation) (England) Regulations 2012, The Local Planning Authority

is required to confirm a tree preservation order within six months of the issue date if it is to continue to have effect after that period. When an objection is received, a decision on confirmation is usually referred to the Planning Committee.

- **4.2** Tree preservation orders are usually made because it is considered expedient in the interests of amenity to protect the trees from felling or pruning. Authorities can also consider other sources of risks to trees with significant amenity value. For example, changes in property ownership and intentions to fell trees are not always known in advance, so it may sometimes be appropriate to proactively make an order as a precaution.
- **4.3** Amenity is not defined in law but the government's advice is that authorities need to exercise judgement when deciding whether it is within their powers to make an Order. Orders should be used to protect selected trees and woodlands if their removal would have a significant negative impact on the local environment and its enjoyment by the public. Before authorities make or confirm an Order they should be able to show that protection would bring a reasonable degree of public benefit in the present or future (GOV.UK, 2014).

Therefore the following criteria should be taken into account when assessing the amenity value of trees:

- **Visibility**: the extent to which the trees or woodlands can be seen by the general public will inform the LPA's assessment of whether its impact on the local environment is significant. The trees, or at least part of them, should normally be visible from a public place, such as a road or footpath, or accessible by the public.
- Individual, collective and wider impact: public visibility alone will not be sufficient to warrant an Order. The authority is advised to also assess the particular importance of an individual tree, of groups of trees or of woodlands by reference to it of their characteristics including:
- Size and form;
- Future potential as amenity;
- Rarity or historic value;
- Contribution to, and relationship with, the landscape; and
- Contribution to the character or appearance of a conservation area.
- **Other factors:** where relevant to an assessment of the amenity value of trees or woodlands, authorities may consider taking into account other factors, such as importance to nature conservation or response to climate change.

(Source: Tree Preservation Orders and trees in Conservation Areas/Planning Practice Guidance March 2014).

- **4.4** The Regulation 5 notice, which is a legal notice that is served with the tree preservation order documents on the owner and occupier of the land affected by a tree preservation order and also the owner and occupier of the adjoining land, states the reason why the trees have been protected and invites objections or representations to be made to the Local Planning Authority within a 28-day period. The Regulation 5 Notice issued in respect of the land affected by the TPO gave the reason for making the TPO as *"it is expedient in the interest of amenity"*.
- **4.5** Once made, a tree preservation order takes effect provisionally for six months, but must be confirmed by the Local Planning Authority within that period. If it is not confirmed the tree preservation order ceases to have effect and the trees are unprotected. When objections or representations are received the Council must consider those before any decision is made whether or not to confirm the order. In these cases, referral to Planning Committee is usually appropriate.

5. Background to making the TPO

5.1 On 7 June 2019 the Council received an application for planning permission (ref:19/00551/FULMAJ) Land To the South of Blackpool Road Poulton-Le-Fylde – a hybrid planning application (part outline and part full) seeking full planning permission for the development of 187 dwellings and outline planning permission for a primary school.

On 27 June 2019 the Tree Officer visited this land to consider the potential impact of development on trees. During this visit on this day the Tree Officer also undertook an appropriate tree evaluation method for preservation orders ("TEMPO") in respect of all trees at the site which guided the subsequent decision to make a tree preservation order. The TPO applies to individual trees and to a woodland identified as W1.

A copy of the completed 27 June 2019 TEMPO survey data sheet relating to W1 of the TPO along with associated public visibility images of W1 (V1,V2 and V3) and potential future public visibility (V4) are appended to this report at Appendix 2. Copies of the TEMPOs undertaken in respect of the individual trees are appended to this report at Appendix 4.

5.2 On 7 August 2019 Wyre Borough Council made the TPO. The Council served correspondence on the owners and occupiers of the land affected by the TPO and on those adjoining, notifying them of the making of the TPO in accordance with Regulation 5 of the Town and Country Planning (Tree Preservation) (England) Regulations 2012.

The period for any objections and representations to be made to the Council in respect of the TPO ended on 4 September 2019.

A copy of the TPO plan is appended to this report at Appendix 1.

5.3 Wyre Council received a formal objection to the TPO dated 22 August 2019 via e-mail dated 27 August from an arboricultural consultant as instructed by their client.

A copy of the objection is appended to this report at Appendix 3.The objection relates to the woodland W1 designation.

6. Summary of Objections

6.1

- (i) W1 does not follow the form of the Model Order due to an absence within the TPO Schedule of a description of the tree species included within W1. The Order is therefore contrary to Government Guidance and could lead to problems in the future relating to identification of the woodland.
- (ii) No justification is provided that relates to the public benefit of W1: Visibility of W1 from a public place (Blackpool Road and Moorfield Ave) is limited through the spaces between houses and buildings. The authority should indicate the basis on which it considers there is a reasonable degree of public benefit. The Order as it stands does not provide any such justification as to how these trees provide 'a reasonable degree of public benefit'.
- (iii) The reasons for making the Order have not been properly explained: In serving the Order, the Council states that 'we made this order because it is expedient in the interest of amenity'. However, the Council does not state what it means by 'in the interests of 'amenity', nor does it explain how it has assessed the amenity of the trees in a 'structured and consistent' way (Ref: Planning Practice Guidance issued by Dept. of Communities & Local Government). To comply fully with the guidance underpinning the Regulations, details of any amenity assessment procedure should accompany the Order in the interests of clarity and transparency. The Council should also confirm whether any system used is accredited and accepted in landscape terms and what the term 'amenity' actually relates to in the context of the Order and the decision to create it.
- 7. Response to Objections

The Tree Officer's response to the objections are as follows:

(i) The Woodland is clearly defined in the TPO by the continuous black line on the TPO map. It is clear that the trees that lie within the entire continuous black line are protected by the Woodland designation. Government guidance provides:

"Orders covering a woodland protect the trees and saplings of whatever size within the identified area, including those planted or growing naturally after the Order was made. This is because the purpose of the Order is to safeguard the woodland as a whole, which depends on regeneration or new planting"

- (ii) The public benefit of W1 has been fully assessed. The Tree Officer considers that W1 comprises medium trees that are currently fully visible to the public. Furthermore, likely change of land use will lead to additional future potential public visibility, Appendix 2.
- (iii) The Tree Officer exercised judgement having regard to government guidance when deciding to make the TPO. An onsite Tree Evaluation Method for Tree Preservation Orders was undertaken on 27 June 2019, (TEMPO) in respect of all the trees on the site. The woodland TEMPO comprises an amenity assessment in relation to the condition and suitability of W1 and individual trees along with consideration of tree species life expectancy, public visibility, other factors and expediency. It was concluded that the TPO should be made because 'it is expedient in the interest of amenity' and due to a perceived threat to the trees. Photographs in Appendix 2 shows the contribution of the trees in W1 from various locations.
- For completeness, the TEMPOs in Appendix 4 undertaken in relation to the individual trees show the amenity and expediency assessments for those aspects of the TPO.

Advice pertaining to Planning Committee and its procedures along with a copy of this report relating to the TPO have been forwarded to the consultant in reasonable advance of the meeting of Planning Committee on 2 October 2019.

Concluding remarks

It is considered that the TPO has been properly made in the interests of securing the contribution and benefit of the trees to which the TPO applies to the public amenity in the area. The TPO protects important element of the local landscape and contributes to the local environment. All the trees presently protected by the TPO were assessed in a structured and consistent way using an approved method.

It is considered that the procedural requirements of the legislation have been followed in the creation of Wyre Council TPOs and determinations made using a widely accepted method which includes an expediency assessment as has occurred in this case. Having regard to the legislation and the Government Guidance, it is considered that the TPO is fully justified in all respects and should be confirmed subject to the TPO schedule containing the description of the tree species contained within W1 as set out in the woodland TEMPO. The woodland designation applies to all trees within the identified area, in this case, W1, and so a modification of this nature would not add any tree or trees to the TPO.

Financial and Legal Implications		
Finance	None.	
Legal	Before confirming a Tree Preservation Order, the Local Planning Authority must consider any objections/representations made within the 28-day objection period. If, having considered any objections/representations received, the Local Planning Authority is satisfied that the tree merits a TPO; it may confirm the Order under the Town and Country Planning Act 1990 and supporting Regulations. The LPA may also confirm an Order in modified form, revoke it, or allow it to lapse. However it cannot add to the Schedule references to a tree to which the Order did not previously apply. There is no right of appeal to the Secretary of State, but a challenge may be made to the High Court on a point of law.	

Other risks/implications: checklist

If there are significant implications arising from this report on any issues marked with a \checkmark below, the report author will have consulted with the appropriate specialist officers on those implications and addressed them in the body of the report. There are no significant implications arising directly from this report, for those issues marked with an x.

implications	✓ / x
community safety	x
equality and diversity	x
sustainability	✓
health and safety	x

risks/implications	√/x
asset management	x
climate change	\checkmark
data protection	x

report author	telephone no.	email	date
Ryan Arrell BSc (Hons), HND,	01253 887614	Ryan.Arrell@wyre.gov.uk	10 September 2019

LANTRA qualified professional tree inspector.			
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List of background papers:			
name of document date where available for inspection			
Wyre Council TPO 2 of 2019	7 August 2019	Room 134 or by email to Tree Officer.	

List of Appendices

Appendices:

1 – Wyre Council Tree Preservation Order No 2 of 2019- Land south of Blackpool Road, Carleton TPO map.

2 – 27 June 2019 completed TEMPO W1 survey data sheet and also public visibility Images of W1 (V1, V2 and V3). V4 image of future potential public visibility.

- 3 Copy of objection made on 22 August 2019 received via e-mail on 27 August 2019.
- **4** 27 June 2019 completed TEMPO survey data sheets for T1, T2, T3, T4 and T5.

References List

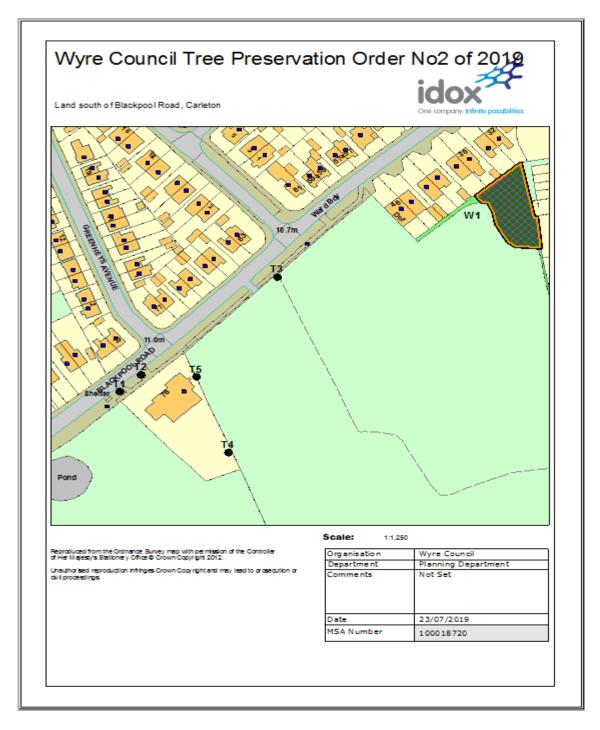
Google 2019 Google maps – image capture Apr (2019) Accessed 09/09/19 via https://www.google.com/maps/@53.8512689,-

3.0098877,3a,26.5y,66.47h,88.81t/data=!3m6!1e1!3m4!1sFdHrZtBBZVbo2I2FETg60 w!2e0!7i13312!8i6656?hl=en

Tree Preservation Orders and trees in Conservation Areas. GOV.UK, (2014) Accessed 14/05/18 via https://www.gov.uk/guidance/tree-preservation-orders-and-trees-in-conservation-areas

(TEMPO) Tree Evaluation Method for Preservation Orders http://www.flac.uk.com/wp-content/uploads/2014/12/TEMPO-GN.pdf

Town and Country Planning (Tree Preservation) (England) Regulations 2012.



TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

SURVEY DATA SHEET & DECISION GUIDE				
Date: 27.16/19	Surveyor: Ryan A	-		
Tree details TPO Ref (If applicable): Owner (if known):	Tree/G Locati	Stroup No: WI Species: on: White & Garth of Black NOTE FOR ALL DEFINITION	sport Roud, Carleton	
Part 1: Amenity assessment a) Condition & suitability for T	РО			
3) Fair/satisfactory Se 1) Poor U	ighly suitable vitable nlikely to be suitable nsuitable d is intended to apply to sew	Score & Notes 3 ere irremediable defects only		
b) Retention span (in years) &	suitability for TPO			
5) 100+ Highly suita 4) 40-100 Very suitabl 2) 20-40 Suitable 3) 10-20 Just suitable 0) <10* Unsuitable "includes trees which are on existing significantly negating the poten	le e Isting or near future nuisanc	Score & Notes J e, including those <u>clearly</u> outprov quality	ving their context, or which are	
c) Relative public visibility & su Consider realistic patential for fi		land use		
Sore & Notes Sores Sore & Notes Sore & Notes Sore & Notes Sore & N				
d) Other factors Trees must have accrued 7 or more points (with no zero score) to gualify				
5) Principal components of formal arboricultural features, or veteran trees 4) Tree groups, or principal members of groups important for their cohesion 3) Trees with identifiable historic, commemorative or habitat importance 2) Trees of particularly good form, especially if rare or unusual 1) Trees with none of the above additional redeeming features (inc. those of indifferent form) -1) Trees with poor form or which are generally unsuitable for their location				
Part 2: Expediency assessment Trees must have accrued 10 or n	nore paints to qualify			
5) Immediate threat to tree Inc. 3) Foreseeable threat to tree 2) Perceived threat to tree 1) Precautionary only.	s.211 Notice	Score & Notes		
Part 3: Decision guide				
Any 0 Do not appl 1-6 TPO indefen 7-11 Does not me 12-15 TPO defensi 16+ Definitely m	ssible erit TPO ible	Add Scores for Total:	Decision: Create TPO.	



V1 image above: W1 visible from Carleton Memorial Hall, Moorfield Avenue, Carleton.



V2 image above: W1 clearly visible from between 30-32 Blackpool Road, Carleton.



V3 image above: W1 clearly visible when looking north east from Blackpool Road, Carleton (Google 2019).



V4 image above: Looking north east towards W1, potential future development of the site may result in enhanced public visibility.

Appendix 3

22nd August 2019 Your Ref: Our Ref: P.1114.18 Mr Ryan Arrell Tree and Woodlands Officer Leisure Services Wyre Council Civic Centre Breck Road Poulton-le-Fylde FY6 7PU By Email: ryan.arrell@wyre.gov.uk Attention: Ryan Arrell

Dear Mr Arrell, TOWN & COUNTRY PLANNING ACT 1990 THE TOWN & COUNTRY PLANNING (TREE PRESERVATION) (ENGLAND) REGULATIONS 2012 Wyre Council Tree Preservation Order No 2 of 2019 – Land to the south of Blackpool Road, Carleton

We refer to the above Tree Preservation Order, (the Order) and by way of this letter we object to the Order on behalf of our client Applethwaite Limited and respectfully request that the Order is not confirmed. This objection is in accordance with Regulation 6 of the Town & Country Planning (Tree Preservation)(England) Regulations 2012. We object to the Order on the grounds that *(i)* Woodland W1 does not follow the form of the Model Order; *(ii)* No justification is provided that relates to the public benefit of W1 *(iii)* the reasons for making the Order have not been properly explained.

(i) Woodland W1 does not follow the form of the Model Order:

The format of the Schedule in accordance with the Model Order provides a brief description of the species contained within a woodland i.e. *[mixed hardwoods (mainly oak, ash and alder)]*, but this particular Tree Preservation Order contains no such description for W1. The Order is therefore contrary to Government Guidance and could lead to problems in the future relating to identification of the woodland. Doc. No.: 039 / Issue No.: 002 / December 2015 S:\All Jobs\1114.18 Blackpool Road, Carleton, FY6 7QA\P.1114.18 TPO Objection Blackpool Road, Carleton, FY6 7QA real.doc

(ii) No justification is provided that relates to the public benefit of W1:

Visibility of W1 from a public place (Blackpool Road and Moorfield Ave) is limited through the spaces between houses and buildings, and only in a few specific areas can the tops of canopies of a small number of trees be seen. The majority of the woodland cannot be seen from a public place. In line with Government Guidance, where trees cannot be seen from a public place, the authority should indicate the basis on which it considers there is a reasonable degree of public benefit. The Order as it stands does not provide any such justification as to how these trees provide 'a reasonable degree of public benefit'.

(iii) The reasons for making the Order have not been properly explained:

In serving the Order, the Council states that the 'we made this order because it is expedient in the interest of amenity'. However, the Council does not state what it means by 'in the interests of 'amenity', nor does it explain how it has assessed the amenity of the trees in a 'structured and consistent' way (Ref: Planning Practice Guidance issued by Dept. of Communities & Local Government). To comply fully with the guidance underpinning the Regulations, details of any amenity assessment procedure should accompany the Order in the interests of clarity and transparency. The Council should also confirm whether any system used is accredited and accepted in landscape terms and what the term 'amenity' actually relates to in the context of the Order and the decision to create it.

On the basis of the above points, we consider that the Order contains sufficient ambiguities and lack of justification that it could be considered invalid. On this basis we recommend that it is not confirmed in its current form.

Please acknowledge receipt of this objection and address the acknowledgement and any other correspondence in the matter of the objection and this order, to this office.

Yours sincerely

BSc (Hons) MArborA Ascerta

Appendix 4

TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

	SURVEY DATA S	HEET & DECISION GU	UIDE		
Date: 27/6	19 Surveyor: RYan	Arrell		-	
Tree details TPO Ref (If applic Owner (If known)	able): Tree : Loca	/Group No: TI, TQ	Species:	Fagus e	(Beech) (Beech) Lepool Road, Carleton.
	REFER TO GUIDANCE	Land	Sauly	op Blac	Lepool Road,
	NEPEN TO GOIDMACE	NOTE FOR ALL DE	FINITIONS	•	Carleton
Part 1: Amenity asses a) Condition & suitabl	sment			Tı	T)
5) Good 3) Feir/satisfactory 1) Poor 0) Dead/dying/danger	Highly suitable Suitable Unikely to be suitable ous* Unsuitable	Score & Notes	_	3	3
	ntext and is intended to apply to se	vere irremediable defec	cts only	_	
b) Retention span (in	years) & suitability for TPO				
4) 40-100 Ve 2) 20-40 Sul 1) 10-20 Jus	hty suitable y suitable table t suitable witable	Score & Notes		3	2
c) Relative public visib	re an existing or near future nuisar he potential of other trees of bette ility & suitability for TPO tial for future visibility with change	r quality	<u>rily</u> outgrow	ing their contex	t, ar which are
Large trees, or med)	5) Very large trees with some visibility, or prominent large trees Highly suitable Score & Notes 4) Large trees, or medium trees clearly visible to the public Suitable			tes	
Young, small, or med	ium/large trees visible only with d he public, regardless of size	Suitable Hiculty Barely suita Probably un		н	4
d) Other factors Trees must have accrue	d 7 or more points (with no zero so	ore) to qualify			
5) Principal components of formal arboricultural features, or veteran trees 4) Tree groups, or principal members of groups important for their ophesion 3) Trees with identifiable historic, commemorative or habitat importance 1) Trees of particularly good form, especially if rare or unusual 1) Trees with none of the above additional redeeming features (inc. those of indifferent form)					
-1) Trees with poor form	n or which are generally unsuitable	for their location	merens sorm		
Part 2: Expediency asse Trees must have accrue	<u>ssment</u> d 10 or more points to qualify				
5) Immediate threat to 3) Foreseeable threat to 2) Perceived threat to to 1) Precautionary only	tree	Score & Notes	2		2
Part 3: Decision guide					
Any 0 Doi 1-6 TPC 7-11 Doi 12-15 TPC	not apply TPO indefensible s not merit TPO defensible nitely merits TPO	Add Scores for	Total:) J	Decision Creata TPO	

TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

SURVEY DATA SHEET & DECISION GUIDE Date: 21/6/19 Surveyor: Eyan knell Tree details Lacation: Land Sath of Galkparl Rd, TPO Ref (if applicable): Owner (if known): REFER TO GUIDANCE NOTE FOR ALL DEFINITIONS Covieton. Part 1: Amenity assessment a) Condition & suitability for TPO 13 TЧ 5) Good Highly suitable Score & Notes 3) Fair/satisfactory Suitable З 3 1) Poor Unit kely to be suitable 0) Dead/dying/dangerous* Unsuitable * Relates to existing context and is intended to apply to severe irremediable defects only b) Retention span (in years) & suitability for TPO 5) 100+ Highly suitable Score & Notes 4) 40-100 Very suitable ງ З 2) 20-40 Suitable 1) 10-20 Just suitable 0) <10* Unsuitable *Includes trees which are an existing or near future nulsance, including those clearly autgrowing their context, or which are significantly negating the potential of other trees of better quality c) Relative public visibility & suitability for TPO Consider realistic potential for future visibility with changed land use 5) Very large trees with some visibility, or prominent large trees Highly suitable Score & Notes 4) Large trees, or medium trees clearly visible to the public Suitable 3) Medium trees, or large trees with limited view only Suitable И И 2) Young, small, or medium/large trees visible only with difficulty Barely suitable 1) Trees not visible to the public, regardless of size Probably unsuitable d) Other factors Trees must have accrued 7 or more points (with no zero score) to qualify Score & Notes 5) Principal components of formal arboricultural features, or veteran trees 4) Tree groups, or principal members of groups important for their cohesion ۱ 1 3) Trees with identifiable historic, commemorative or habitat importance 2) Trees of particularly good form, especially if rare or unusual 1) Trees with none of the above additional redeeming features (inc. those of indifferent form) -1) Trees with poor form or which are generally unsuitable for their location Part 2: Expediency assessment Trees must have accrued 10 or more points to qualify 5) Immediate threat to tree Inc. s.211 Notice Score & Notes 3) Foreseeable threat to tree 2 2) Perceived threat to tree Z 1) Precautionary only

Part 3: Decision suide

Any 0 1-6	Do not apply TPO
7-11	TPO indefensible Does not merit TPO
12-15	TPO defensible
16+	Definitely merits TPO

Add Scores fo	r Total:	Decisio	
12	(2	170	2 Create TPO

TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

SURVEY DATA SHEET & DECISION GUIDE

Date: 27/619 Surveyor: Ryan	Arnell			
Tree details TPO Ref (if applicable): Tre Owner (if known): Loo	e/Group No: TS Species: Sycamore ation: not south of Blackpood Rd, Curleton			
REFER TO GUIDANC	ENOTE FOR ALL DEFINITIONS			
Part 1: Amenity assessment a) Condition & sultability for TPO				
5) Good Highly suitable 3) Fair/satisfactory Suitable 1) Poor Unlikely to be suitable 0) Dead/dying/dangerous* Unsuitable * Relates to existing context and is intended to apply to a	Scare & Notes			
b) Retention span (in years) & suitability for TPO				
5) 100+ Highly suitable 4) 40-100 Very suitable 2) 20-40 Suitable 1) 10-20 Just suitable 0) <10* Unsuitable *Includes trees which are an existing or near future nuise significantly negating the potential of other trees of bett	Score & Notes			
c) Relative public visibility & suitability for TPO Consider realistic potential for future visibility with changed land use				
5) Very large trees with some visibility, or prominent large trees Highly suitable 4) Large trees, or medium trees clearly visible to the public Suitable 3) Medium trees, or large trees with limited view only Suitable 2) Young, small, or medium/large trees visible only with difficulty Barely suitable 1) Trees not visible to the public, regardless of size Probably unsuitable				
d) Other factors Tress must have accrued 7 or more points (with no zero :	icore) to qualify			
5) Principal components of formal arboricultural features, or veteran trees 4) Tree groups, or principal members of groups important for their cohesion 3) Trees with identifiable historic, commemorative or habitat importance 1) Trees of particularly good form, especially if rare or unusual 1) Trees with none of the above additional redeeming features (inc. those of indifferent form) -1) Trees with poor form or which are generally unsuitable for their location				
Part 2: Expediency assessment Trees must have occrued 10 or more points to qualify				
5) Immediate threat to tree inc. s.211 Notice 3) Foreseeable threat to tree 2) Perceived threat to tree 1) Precautionary only	Score & Notes			
Fart 3: Decision guide				
Any 0 Do not apply TPO 1-6 TPO indefensible 7-11 Does not merit TPO 12-15 TPO defensible 164 Definition grantin TPO	Add Scores for Total: Decision:			

16+

Definitely merits TPO