

Application Number 07/2016/0186/REM

Address Land To The West Of Grasmere Avenue
Farington

Applicant Sterling Property Co Ltd

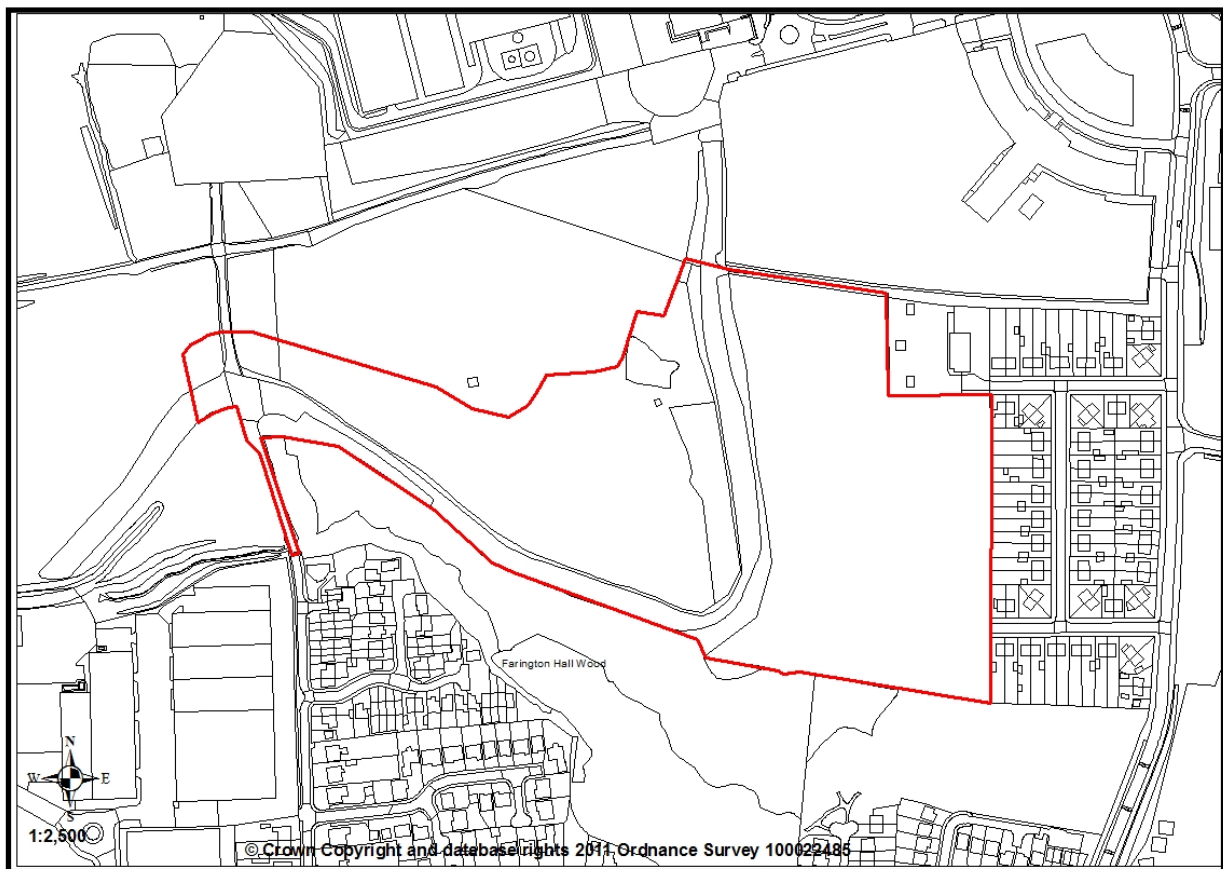
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Development Reserved Matters application for the erection of 160 dwellings with associated landscaping, public open space, cycle and footpath links, accessed off Grasmere Avenue

Officer Recommendation **Approval with Conditions**

Date application valid 02.03.2016
Target Determination Date 01.06.2016
Extension of Time 05.08.2016

Location Plan



1.0 Report Summary

1.1 The application is for Reserved Matters following the grant of outline permission with matters of appearance, landscaping, layout and scale only for consideration. The principle of development of this site together with the means of access were agreed at outline stage and cannot be revisited as part of this application. The scheme provides for 160 dwellings, public open space, cycle and footpath links and affordable housing. The development also provides a sum of money for the remediation of the adjacent employment site to assist this in coming forward for development. This is secured in the Section 106 agreed at outline stage.

1.2 Publicity for the application has generated a large number of objections. However, the main points of objection relate to the site access and the amount of traffic in the area. As indicated, the access has already been agreed at outline stage and is not now for consideration.

1.3 This application is considered to be in accordance with current planning policy in respect of the Reserved Matters applied for and is recommended for approval subject to the imposition of conditions. Other conditions imposed at outline stage that have not been addressed as part of this Reserved Matters application remain valid and will be discharged in the normal way by the submission of a Discharge of Conditions application.

2.0 Site and Surrounding Area

2.1 The application site comprises 7.13ha of land bounded by residential properties on Grasmere Avenue, Windermere Avenue and Kentmere Drive to the east, Farington Hall Wood to the south and Lancashire Business Park to the north. Land to the south and west of Lancashire Business Park is also in the applicant's ownership and forms part of the Farington Hall Estate. A Master Plan has been produced for a mixed use development of employment and residential development on the land as a whole with this application site being the residential element.

3.0 Planning History

3.1 Outline planning approval 07/2011/0711/ORM for the erection of 160 dwellings with associated landscaping, public open space, cycle and footpath links, accessed off Grasmere Avenue was granted on 11 March 2013.

3.2 One related outline planning permission 07/1999/0031 for employment area development (Class B1, B2 and B8) including upgrading of existing and construction of new access roads and landscaping parcels, was granted on 12 September 2001. The application related to land at Lancashire Enterprise Business Park, Centurion Way and the proposal was to extend the business area over all of the land, then owned by Rover/BMW and now owned by the applicant. Residents on Grasmere Avenue objected to this scheme and following discussions with BMW, the alternative of a mixed use scheme with a residential area on the site subject of this application was progressed and has resulted in this application.

3.3 One other application of indirect relevance was 07/2003/0320 for works to remediate ground contamination, including felling of trees, removal of contaminated materials and site restoration at Farington Hall Wood, off Wheelton Lane and directly to the south of the application site. This application was approved on 11 June 2003 and the works have been carried out.

4.0 Proposal

4.1 This Reserved Matters application proposed the erection of 160 dwellings with matters of appearance, landscaping, layout and scale being applied for. The proposed dwellings consists of the following:

8, T1 2-Bed House

8, T2 3-Bed House

37, T3 3-Bed Semi-Detached/Terrace

28, T4 3-Bed Semi-Detached/Terrace
16, T5 3-Bed Detached House
10, T6 3-Bed Detached House
11, T7 4-Bed Detached House
9, T8 4-Bed Detached House
8, T9 4-Bed Detached House
10, T10 4-Bed Detached House
9, T11 4-Bed Detached House
4, T12 4-Bed Detached House
2, T13 4-Bed Detached House

4.2 10% of the dwellings are to be affordable with the submitted layout also identifying an additional 10% affordable housing, amounting to 32 units. The level of affordable housing provision was agreed at outline stage and a Section 106 Agreement secures its provision.

5.0 Supporting Documents

5.1 A number of documents have been submitted in support of the application and include:

- Design and Access Statement
- Planning Statement
- Transport Assessment
- Travel Plan
- Ecological Assessment
- Drainage Statement
- Flood Risk Assessment
- Tree Survey
- Air Quality Assessment
- Additional Air Quality Assessment

6.0 Summary of Publicity

6.1 Three hundred and forty neighbouring properties were notified by letter, five site notices were posted in the vicinity of the site and a press notice published in the Lancashire Evening Post. One hundred and ninety eight letters of representation were received, objecting to the proposal on the following grounds:

6.1.2 Traffic, Highway and Parking:

Will result in a dramatic increase in traffic

Traffic survey out of date

Capacity of Wheelton Lane is overstretched

Wheelton Lane in bad state of repair

Existing traffic calming measures do not work

No consideration given to the infrastructure to cope with the additional traffic

Area is already busy

Grasmere Avenue is a small residential road not designed to cope with the additional traffic this scheme would cause

Site needs more than one access/exit route

Junction of Grasmere Avenue with Wheelton Lane is dangerous for large amounts of traffic

Blind spots and poor visibility existing Kentmere Avenue onto Wheelton Lane

Exacerbate an already stretched road and traffic capability

Speed of traffic in area

Will result in increased risk of accidents and impact on public safety

Congestion

Use of Grasmere Avenue for construction traffic is not acceptable

Hall Lane cannot cope with increased traffic – emergency vehicles will pose a health and safety risk

Hall Lane should not be used for access as it is not suitable

Hall Lane will be used as a cut through

Volume of traffic has increase since outline application with other developments in area

Volume of vehicles parked along Grasmere Avenue will be exacerbated
Wider impacts need to be considered
Current volume of traffic in area is a danger, particularly for children and the elderly
Appalling state of the roads in the area
Problems for emergency vehicles
One way system using Windermere and Kentmere is ridiculous
10 proposed parking spaces will not address parking problems
Plans only provide two parking spaces per dwelling
Danger to children playing on Grasmere Avenue
Increase in traffic from industrial estate
No long-term plans to cope with existing traffic volumes in the immediate area
Do not agree with double yellow lines proposed for Grasmere Avenue or the proposal to make it one way
4-bed homes equal 4 cars

6.1.3 Environmental Issues

Loss of natural green area
One of the few remaining undeveloped green spaces in Leyland
Destruction of precious, rare, natural areas central to Leyland
Development of brownfield sites will be of greater benefit
Need to protect valuable green areas for existing and future generations
Land has remained unused and untouched for so long it has become rare and valuable, wild and green space
Important and necessary recreation areas and breathing space for local residents
Loss of views over open fields
Not enough access to local amenities and green areas
Impact on wildlife – bats, Kestrels and Herons, Sparrow Hawk, Pheasants, Owls, butterflies, foxes, insects, hedgehogs etc
Area used for walkers, dog walkers, families and children
Loss of trees
Loss of Green Belt land
Unacceptable overdevelopment
Loss of footpath which is used extensively by locals for recreational purposes
Loss of trees which will be cut down for more houses to be built

6.1.4 Flooding and Drainage

Fields current soak away excess water from a wide area
Fields under 1-2 feet of water at Christmas, where will all water go
Current drainage infrastructure insufficient to cope with a deluge
Home recently flooded for second time in 3 years, proposal will result in more flooding
Proposals fail to address implication for current residents in respect of flooding
Proposal to discharge surface water to River Lostock will increase level of water
Sewage system beneath Grasmere Avenue is collapsing
High water table in area

6.1.5 Pollution

Air Quality
Noise and Air pollution
Noise pollution from pumping station
Smells from sewage waste at pumping station
Flaws in the submitted Environmental report in relation to pollution from construction traffic
Ground contamination
This and other nearby developments will result in Leyland becoming a concrete jungle
Impact on existing residents during removal of toxic waste from land
On-going problems with bad odours from the waste plant
Dust and dirt issues during construction

6.1.6 Residential Amenity

Overshadowing
Overlooking

Impact on privacy
Adverse impact on the character of the area
Impact on residents during construction
Impact of piling on existing properties during construction
Open space area should be between existing residents and the new development
Proposal will change character of Grasmere Avenue which is a small cul-de-sac
Style and design of properties out of keeping with existing properties
Loss of property value
Proximity of proposed development to existing properties
Damage to existing properties from construction vehicles
Will no longer be able to park outside homes on Grasmere
Open space and proximity of woodland were key factor in choosing to purchase property and were advised that the land would not be developed.

6.1.7 Community Issues

Area is saturated by new homes
Pressure on school places
Area does not need the development
No benefit to this development and other huge current and imminent developments in and around Leyland
Impact on doctor's surgeries, dentists, schools etc
So many new homes but only one primary school built over last few years
No provision for open space to serve Grasmere Avenue
No access to open space from Grasmere Avenue
Close knit community and the development will 'rip the heart out of' the community
The Oaks, The Albion, Grasmere Avenue, Windermere Avenue, Kentmere Avenue and Wheelton Lane currently share a ridiculously small play park on The Oaks estate which is inaccessible to residents of Grasmere etc
Reduction in areas for children to play
Proposal is simply to justify immigration forced upon us
These homes will be for the benefit of the banks – 100% mortgages, the developer – small properties built cheaply and sold for maximum price, the Council – more council tax payers, landlords – add to large portfolio of properties
Public's opinion is of no interest to the Council
Lack of public transport following demise of Fishwick's
People cannot afford mortgages for these houses

6.1.8 Policy/Procedural Issues

Council staff are totally out of touch with the reality of the consequences of their actions
Council try to sneak and push plans like this past the very people they are employed to served
Why is only certain criteria considered important when determining applications?
Time to review protocols which have been built on year upon year without question or considered reasons
Plans to build great swathes of estates all around the area
Claustrophobic vista of modern housing estate with boxy regimental houses and shared driveways
House prices too high
Insufficient publication of this planning application to residents in the local area
More appropriate places for such a development
Lack of publicity - no posters of any notification of this large development within metres of home
Proposal has been slipped in without proper consultation
Appalled that have not been informed of this development by the Council (Resident of Bispham Avenue)
No demand for this development
UN Agenda 21 is behind the building programmes we don't want in the area
Will conditions attached to outline permission be transferred to this application?
Council need to revisit this application and another traffic assessment should be carried out

6.2 A petition was also received with 76 signatories objecting on the grounds of highway safety, traffic generation, dangerous road access, visual amenity, nature conservation, disruptions to well established community, impact on personal health, noise, disturbance and air pollution.

6.3 Additionally, two MP letters were received, one from Nigel Evans MP confirming he was happy to support the campaign against the application, stating:
"I find the application to be totally inadequate. Surrounding roads, like Hall Lane and Grasmere Avenue, are not large enough to take on this level of development. What is more, local schools, hospitals and other amenities could not cope with 160 extra families. This is not to mention the impact on local wildlife and noise/light pollution which could be catastrophic."

6.4 The second from Seema Kennedy MP requests that extra care is taken to ensure due diligence is carried out with the application and that the planning process is carried out in a fair manner, taking into account all the objections from local residents.

6.5 Following receipt of amended plans to address concerns raised by both Environmental Health and County Highways, neighbouring residents were re-notified with no additional letters of representation being received.

7.0 Summary of Consultations

7.1 County Highways have no objections in principle to this Reserved Matters application. They comment that access was determined with the outline permission and the proposed site layout is acceptable. However, they comment that house type 4 should provide 3 off road parking spaces and require these to be demonstrated. County Highways also require a condition be imposed in respect of the construction of the new estate road. Amended plans were submitted in response to County Highways comments and house type 4 is now a 3-bed dwellinghouse requiring just 2 off-road parking spaces as per the adopted standards. County Highways confirm the level of parking shown is acceptable for the T4 housetype.

7.2 Environmental Health require conditions be imposed in respect of the provision of electric vehicle recharging points in all dwellings with a garage and 10% of the parking spaces in communal parking areas; that details of cycle storage be submitted; that details of waste storage facilities be submitted and that a Construction Management Plan be submitted prior to commencement of the development. They also comment that a number of dwellings have small rooms, particularly housetype T2. Amended plans with the design of housetype T2 demonstrating a larger third bedroom were submitted in response to EH comments. Finally, EH also commented that the traffic data used to inform the submitted Air Quality Assessment would need to be updated and recommended that additional traffic monitoring be carried out. Therefore further traffic monitoring was carried out by the applicant and an additional AQA was submitted. Any further comments received from Environmental Health will be reported at Planning Committee

7.3 Environment Agency have no objections to the proposal but make a number of comments in respect of the submitted Drainage Strategy. Although this is acceptable in principle, they require further details be submitted and this is discussed below in the 'Drainage and Flood Risk' section of this report. They also comment that Condition 10 imposed by them on the outline approval, pre-dates the Lead Local Flood Authority who became lead statutory consultees for such developments from April 2015. The EA further comment the their previous comments in relation to land quality given to the outline application 07/2011/0711/ORM are still applicable and they would expect the condition to be discharged through the submission of details at the appropriate time.

7.4 Lead Local Flood Authority object to the development proposal on the basis of there being insufficient information to enable the discharge of Condition 10 attached to planning permission 07/2011/0711/ORM. However the requirements of Condition 10 of the outline approval remain valid and will be discharged at the appropriate time under a Discharge of Conditions Application as is the normal procedure. This is discussed in detail in the "Drainage and Flood Risk" section of this report.

7.5 United Utilities have reviewed the submitted Drainage Strategy, and confirm the proposals are acceptable in principle. Therefore the drainage for the development is to be carried out in accordance with principles set out in the submitted Foul and Surface Water Drainage Strategy and require a condition be imposed to ensure this. UU also recommend a condition requiring the submission of a management and maintenance regime for sustainable drainage which covers the lifetime of the development.

7.6 The Landscaping Officer comments that the landscaping scheme for the development appears acceptable and has no concerns.

7.7 The Arboriculturist has no objections to the proposal but comments that protective fencing to BS5837 2012, should be erected before any plant or equipment enters the site and should remain until completion of the development. He also recommends that vegetation tree work site clearance should be done outside of the nesting season to avoid impact on nesting birds. Both these requirements were subject of conditions imposed on the outline permission and remain valid.

7.8 The Council's Ecological Advisors comment that the updated ecology surveys and assessments carried out for the site indicate that the ecology of the area has not substantively changed since the outline permission was granted. However, surveys have confirmed that the site has some local nature conservation value, likely supporting foraging bats and foraging badgers and supporting areas of semi-natural vegetation and bird nesting habitat. Therefore conditions relating to Ecology placed on the Outline permission remain relevant to this Reserved Matters application, particularly Condition 12 requiring an Ecological Mitigation Strategy be submitted. The Ecological Advisors comment that it is disappointing that the opportunity to prepare a more comprehensive Ecological Mitigation Strategy has not been taken to accompany this Reserved Matters Application, with the result that the Strategy will still need to be submitted, as required by Condition 12 of the outline approval which remains valid.

7.9 Natural England have no objections to the application and consider the development is not likely to have a significant effect on the interest features for which the Ribble Estuary SPA and RAMSAR have been classified providing the development is undertaken in strict accordance with the submitted details. Therefore no Environmental Assessment is required. They also comment that the development will not damage or destroy the interest features for which the Ribble Estuary SSSI has been notified and therefore the SSSI does not represent a constraint in determining the application.

7.10 County Archaeologist have looked at the details and compared them with the Historic Environment Record. They do not consider that any formal archaeological work is justified on this site and therefore have no objections.

7.11 Strategic Housing comment that the market housing is predominantly three and four bedroom which will meet local market housing need. The affordable housing is two and three bedroom housing, which will also meet local affordable housing need.

8.0 Policy Considerations

8.1 National Planning Policy Framework

The NPPF has a presumption in favour of sustainable development. It states that *“housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.”* Paragraph 47 of the NPPF states that local planning authorities should identify a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements.

8.2 Central Lancashire Core Strategy

Policy 1: Locating Growth focuses growth and investment on brownfield sites in the main urban areas, whilst protecting the character of suburban and rural areas.

Policy 4: Housing Delivery provides for and manages the delivery of new housing. For South Ribble this amounts to 417 dwelling pa.

Policy 5: Housing Density seeks to secure housing densities which are in keeping with the local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area.

Policy 6: Housing Quality seeks to improve the quality of housing by facilitating the greater provision of accessible housing and neighbourhoods and use of higher standards of construction.

Policy 7: Affordable Housing seeks to ensure sufficient provision of affordable and special housing to meet needs.

Policy 17: Design of New Buildings expects the design and new buildings to take account of the character and appearance of the local area; be sympathetic to surrounding land uses and occupiers; ensure that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa; minimise opportunity for crime; provide landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, provide open space and enhance the public realm; be adaptable to climate change and adopt the principles of sustainable construction including sustainable drainage systems and ensure that contaminated land is addressed through appropriate remediation and mitigation measures.

Policy 22: Biodiversity and Geodiversity seeks to conserve, protect, enhance and manage the biological and geological assets of an area.

Policy 26: Crime & Community Safety plans for reduced levels of crime and improved community safety, including the inclusion of Secured by Design principles in new developments.

Policy 27: Sustainable Resources and New Development seeks to ensure sustainable resources are incorporated into new development.

8.3 Supplementary Planning Documents

Affordable Housing

Design Guide

Open Space and Playing Pitch

8.4 South Ribble Local Plan 2012-2026

Policy A1: Developer Contributions expects new development to contribute to mitigating its impact on infrastructure, services and the environment and to contribute to the requirements of the community.

Policy D1: Allocation of Housing Land identifies and allocates land for residential development, as required by the NPPF.

Policy D2: Phasing, Delivery and Monitoring housing sites are phased through indicative timescales identified in the Local plan to meet the scale of development required over the Plan period and ensure that the scale and timing of development is coordinated with the provision of new infrastructure that is required.

Policy F1: Parking Standards requires developments to provide car parking in accordance with the parking standards adopted by the Council.

Policy G10: Green Infrastructure Provision in Residential Developments requires all new residential development resulting in a net gain of five dwellings or more to provide sufficient green infrastructure to meet the recreational needs of the development, in accordance with the standards set out in the Central Lancashire Open Space and Playing Pitch SPD.

Policy G11: Playing Pitch Provision requires all new residential development resulting in a net gain of five dwellings or more to provide playing pitches in South Ribble at a standard provision of 1.14ha per population. Contributions will also be sought to fund or improve associated facilities.

Policy G13: Trees, Woodlands & Development has a presumption in favour of the retention and enhancement of existing tree, woodland and hedgerow cover on site.

Policy G16: Biodiversity & Nature Conservation seeks to protect, conserve and enhance the borough's biodiversity and ecological network resources.

Policy G17: Design Criteria for New Development permits new development provided that the development does not have a detrimental impact on neighbouring buildings or on the street scene by virtue of its design, height, scale, orientation, plot density, massing, proximity, use of materials. Furthermore, the development should not cause harm to neighbouring

property by leading to undue overlooking, overshadowing or have an overbearing effect; the layout, design and landscaping of all elements of the proposal, including any internal roads, car parking, footpaths and open spaces, are of a high quality and will provide an interesting visual environment which respects the character of the site and local area; the development would not prejudice highway safety, pedestrian safety, the free flow of traffic, and would not reduce the number of on-site parking spaces to below the standards stated in Policy F1. Furthermore, any new roads and/or pavements provided as part of the development should be to an adoptable standard; and the proposal would not have a detrimental impact on landscape features such as mature trees, hedgerows, ponds and watercourses.

9.0 Material Considerations

9.1 Principle of Development

- 9.1.1 Briefly, the history of this site's allocation for residential development is as follows. Prior to the adoption of the current Local Plan 2012-2026, this site was allocated in the Local Plan 2000 for residential use. Prior to that it was allocated for employment use.
- 9.1.2 Policy D1 in the Local Plan 2012-2026 allocates the site for residential development as Site L. The phasing outlined in Policy D2 indicates that half of the dwellings on this development would be completed by 31/3/16 with the remainder during the period 2016/17 to 2020/21. It is, therefore, behind the schedule proposed in the Local Plan.
- 9.1.3 In the Planning Inspector's report on the examination of the South Ribble Local Plan, the Inspector states that: *"The housing requirement targets for South Ribble are set out in the Core Strategy. There is no evidence put forward which seeks to challenge this figure..... This plan seeks to identify sites for the quantity of housing set out in the adopted CS and this is a sound approach."*
- 9.1.4 The Inspector further states in her report: *"The process of site identification has been informed by a range of evidence sources which include the Strategic Housing Land Availability Assessment, Site Allocations, individual site assessments and the ongoing process of community engagement. Housing sites have been allocated in the Plan in accordance with the hierarchy for settlements set out in the CS. This hierarchy comprises the South Ribble Urban Area and Major Development Sites, the Key Service Centres of Leyland and Farington and the Rural Local Service Centre of Longton..."*
- 9.1.5 The proposed development meets the requirements of the National Planning Policy Framework which promotes sustainable development and supports Core Strategy policies 1, 4 and 7, and Local Plan policies D1 and D2.

9.2 Access

- 9.2.1 The principle of development of this site for 160 dwellings with access off Grasmere Avenue was established with the outline approval 07/2011/0711/ORM. A number of objections have been received to this application in respect of the access, with comments including that Grasmere Avenue is a small residential road not designed to cope with the additional traffic this scheme would cause, that the site needs more than one access/exit route, that the junction of Grasmere Avenue with Wheelton Lane is dangerous for large amounts of traffic as there are blind spots and poor visibility particularly when exiting Kentmere Avenue onto Wheelton Lane. Residents also consider that the use of Grasmere Avenue for construction traffic during the proposed development is not acceptable. However, as indicated, the access to the site and its suitability was considered at outline stage. The officer's report to Planning Committee indicated: *"The application is in outline with access only applied for. The proposed vehicular access to the site is a continuation of Grasmere Avenue, a short section of straight road with a simple priority junction directly onto Wheelton Lane..... A number of improvements are proposed to the Grasmere Avenue/Wheelton Lane junction, outlined in the submitted Transport Assessment, including the widening of Grasmere Avenue carriageway, increasing the corner radii and improving visibility for traffic exiting Grasmere Avenue. County Highways consider these improvements acceptable and comment that they will also have a road narrowing effect on Wheelton*

Lane at the junction which should have a direct impact on reducing traffic speeds passing the junction. As such County Highways raise no objections providing the development is carried out in accordance with the submitted plans and that the proposed improvements are carried out under a Section 278 agreement with Lancashire County Council."

- 9.2.2 The use of Grasmere Avenue by construction traffic during the development was also considered and agreed at outline stage, with the report indicating: *"Neighbouring residents have also objected to the proposal on the grounds that Grasmere Avenue is unsuitable for heavy traffic and that a suitable alternative access to the site exists. Environmental Health also made similar comments and suggest construction traffic access the site via Centurion Way. However, this route is not in the applicants control and therefore cannot be used to access the site. In view of the lack of objection by County Highways, this could not be substantiated as a reason for refusal."*
- 9.2.3 This issue has been raised again with the applicants who confirm that the position has not changed and an alternative access to the site is not available. The applicant reiterates that access was a matter agreed at the outline stage and does not form part of this Reserved Matters application which is to address matters of appearance, landscaping, layout and scale. The position of the construction access was also agreed to be from Grasmere Avenue and the Highway's consultation response confirms the agreed position on access.
- 9.2.3 An additional emergency access link to the site is proposed via Hall Lane to the south-west of the site. This proposal has also caused a number of objections with residents concerned that Hall Lane cannot cope with increased traffic; that emergency vehicles will pose a health and safety risk; that Hall Lane is not suitable as an access and that it will be used as a cut through. It must be reiterated that Hall Lane is proposed for an emergency access only and there is no intention for it to be used as an additional access to the site. Bollards will be installed at the entrance to the site from Hall Lane for which the emergency services will hold the keys.
- 9.2.4 Whilst it is appreciated that there is a large amount of concern in respect of the site access it is the case that, as the site access arrangements were previously agreed at outline stage, matters of access to the site do not form part of this current application and the site's access cannot now be reconsidered.

9.3 Highway Layout

- 9.3.1 The application site is accessed off Grasmere Avenue with the main estate road extending in a westerly direction then turning north and then again west. A central 'square' feature, forming a block paved junction, will be incorporated to break the expanse of road up. Six cul-de-sac roads will be formed off the main access route, each with their own turning areas to their ends.
- 9.3.2 As previously indicated, access to the site off Grasmere Avenue was determined at outline stage and therefore only matters of the internal site layout now been considered by County Highways who do not have any objections and consider the proposed site layout in principle is acceptable. However, they recommend a condition is imposed in respect that the new estate road be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base course level up to the entrance of the site compound before any development takes place within the site.

9.4 Parking

- 9.4.1 The proposed site layout demonstrates a mix of parking provision with both detached and integral garages to some plots and parking areas to others. The proposal also includes a 10 space parking area adjacent the site access, for use by residents of Grasmere Avenue to help alleviate potential parking problems along that road.

- 9.4.2 Initially, County Highways commented that house type 4 is shown as a 3/4 bedroom dwelling and the majority of the 28 dwellings having 2 parking spaces. This is below the adopted standards and housetype 4 should provide 3 parking spaces. The applicant therefore amended the housetype to a 3-bed dwelling, showing the 'room' as a dressing room/study. However, County Highways remained of the view that the room could still be used as a bedroom and therefore the housetype was further amended with the eaves and ridge height being reduced by 550mm. Subsequently, the amount of usable floor space on the second floor is also reduced and now accommodates one bedroom and en-suite only within the roof space, with no option for a fourth bedroom, dressing room or study. It is therefore now a three bedroom property only requiring 2 off-road parking spaces as per the adopted parking standards and County Highways confirm the level of parking shown is acceptable for the T4 housetype.
- 9.4.3 A number of objections were received in respect of parking provision, with comments including that the 10 proposed parking spaces to serve Grasmere Avenue will not address parking problems and that the plans only provide two parking spaces per dwelling. As indicated above, the required level of parking provision for the proposed development meets the adopted standards. In respect of the parking problems along Grasmere Avenue, the 10 proposed parking spaces is to help alleviate some of the problems. It is noted that the majority of properties along Grasmere Avenue have off-street parking to the front for one/two plus vehicles. It is a common problem that residents prefer to park their vehicles on the highway rather than use driveways or garages where provided. New development cannot be used to remedy an existing problem but in this case the proposal does include parking for use by residents of Grasmere Avenue, if required.

9.5 Traffic

- 9.5.1 A number of objections have been received in respect of the traffic implications of the proposal. Residents consider that this proposal will result in a dramatic increase in traffic, particularly as the capacity of Wheelton Lane is overstretched due to the neighbouring business parks, off Centurion Way. This traffic has resulted in Wheelton Lane being in a bad state of repair. Residents also consider that the existing traffic calming measures along Wheelton Lane do not work resulting in speeding traffic and the proposed development will result in an increased risk of accidents and impact on public safety. They also comment the proposal will pose a danger to children playing on Grasmere Avenue
- 9.5.2 The main point raised is the fact that the traffic survey is out of date and does not take account of other development in the area. This point was also raised by Environmental Health but only in association with the Air Quality Assessment submitted with the application, as required by Condition 16 of the outline approval. Therefore an updated Traffic Survey was carried out in order to inform the AQA with an additional AQA being submitted. The EHO considered this additional document and commented verbally that it was acceptable. Any detailed comments received from Environmental Health will be reported at planning committee.
- 9.5.3 Comments made in respect of the state of the highway along Wheelton Lane is a matter for County Highways as they have jurisdiction over the highway and programme repair and maintenance works for all adopted highways. Again, this proposed development cannot be used to remedy an existing situation and the appropriate body to deal with this issue is the Highway Authority.
- 9.5.4 The comments that the speed calming measures on Wheelton Lane do not work and there is speeding traffic in the area is considered to be a police matter as if motorists are breaking the speed limit, this is a criminal offence and should be reported to the police.

- 9.5.5 It is considered that the comments made in respect of highway safety largely relate to the existing situation and should be controlled by other bodies and not through this application process.

9.6 Residential Amenity

- 9.6.1 Neighbouring residential properties to the east of the site on Windermere Avenue have reasonably long rear gardens, approximately 24m in length. Plots 139 to 144 will be adjacent their rear boundary. Apart from plot 144 all have their rear elevations facing the rear of properties on Windermere Avenue. Each plot has a 10m long rear garden and therefore the proposed development achieves above the required separation distance between facing windows.
- 9.6.2 Plot 144 is set side on to the rear of Nos 7 and 9 Windermere Avenue at a distance of 26m. This is in excess of the normally required 13m between windows and a facing blank gable.
- 9.6.3 Plot 160 will be located adjacent to No 14 Grasmere Avenue which has a first floor landing window facing the site. Plot 160 will have housetype T7, a detached dwelling with first floor window facing. However, this is to an en-suite and therefore be of obscure glazing. A separation distance of 4.5m will be achieved and this is acceptable given that No 16's first floor window is not to a habitable room.
- 9.6.4 Opposite No 21 Grasmere Avenue will be adjacent plots 1 to 4. These properties will have their 10m long rear gardens adjacent the side boundary of No 21. At present the boundary is a low fencing and no details of the proposed boundary treatment have been submitted. Therefore it is considered appropriate to impose a condition requiring details of the boundary treatments to be submitted prior to commencement of the development to ensure that a suitable boundary treatment is provided in order to protect the residential amenity of the occupants of No 21.
- 9.6.5 To the north-east of the site, No 15 Kentmere Avenue will be adjacent Plot 138. This property has a two storey side extension with first floor window facing towards the side. Plot 138 is the T3 housetype with two first floor windows facing to a landing and en-suite. The separation distance is approximately 4.5m. However, plot 138 is set back from No 15 with the first floor window of No 15 facing towards the front garden area of plot 138 and not directly to the proposed dwelling itself. Furthermore, the window is a secondary window to a first floor bedroom with the main window to that room to the front of the dwelling.
- 9.6.6 The proposal is considered to be acceptable in terms of impact on residential amenity, overlooking or loss of privacy and is therefore considered to be compliant with Policy G17 criteria a).

9.7 Impact on Character of Area

- 9.7.1 The area to the east of the application site is residential, to the north and north-west is allocated for employment use and the south-west is residential. Farington Hall Wood is to the south of the application site. As such the character is one of mixed use. The properties to the east are traditional set in a grid pattern and those to the south-west are modern, set on small cul de sacs. The proposed layout is considered to be complementary to both layouts and forms a transition from the grid pattern to the more informal layout and therefore does not detrimentally impact on the character of the area.

9.8 Public Open Space

- 9.8.1 Areas of open space are proposed within the development including a swathe of open space in the northern part of the site measuring approximately 0.5 ha to provide informal play space. Additionally, there is a landscaped track leading to Hall Lane of a further 1.05 ha. Footpath links and cycle ways are provided to link with the wider network. The proposals are in line with the requirements of Condition 15 imposed on the Outline planning permission which stated: *"As part of any Reserved Matters*

application, a scheme be submitted to and approved in writing by the Local Planning Authority to provide cycle and footpath links from the development site to the adjacent employment site and the area of Public Open Space to the south associated with 'The Oaks' development."

9.9 Affordable Housing

- 9.9.1 The Section 106 Agreement was negotiated at outline stage and sets out the requirement for the scheme to provide a minimum of 10% and a maximum of 20% affordable housing, subject to viability assessment. The submitted Affordable Housing Plan, Dwg BP/PL-303 Rev A demonstrates the suggested location of the affordable homes. This includes 32 dwellings, forming 20% of the overall development. Some of these dwellings overlook the area of open space whilst others are pepper-potted throughout the development. They comprise a mix of 2 and 3 bedroom mews and semi-detached houses.
- 9.9.2 The submitted Affordable Housing Statement indicates that it is envisaged that the residential development will be brought forward by a housebuilder developer, rather than the applicant. It is therefore suggested that a condition is imposed on the Reserved Matters consent that provides for the amount and location of the affordable homes to be agreed in detail with the local planning authority prior to the implementation of the development. This will also enable a fresh assessment of housing needs at that time to determine the mix of dwellings required. However, as the Section 106 secures the affordable housing provision, a Deed of Variation would be required should there be a need to alter it at any time. An application for any Deed of Variation would come before planning committee to be considered. It is not appropriate to impose a conditions for something that is already covered under a Section 106 Agreement.
- 9.9.3 The Council's Strategic Housing Manager comments on the proposed scheme, stating that the market housing is predominantly three and four bedroom which will meet local market housing need. The affordable housing is two and three bedroom housing, which will also meet local affordable housing need. In terms of the layout of the affordable units, they are clustered, so to enable effective housing management, but not concentrated to create an affordable housing enclave on the community.

9.10 Employment Land

- 9.10.1 The application site is allocated for residential development in the South Ribble Local Plan 2012-2026 under Policy D1 Site L but forms part of a larger site within the applicant's ownership. The remainder of the land is allocated as an employment site under Policy E1 site g. As the remainder of the site is allocated for employment, it was considered important at outline planning application state that mechanisms were put in place to allow the employment part of the site to come forward for development in the future. Therefore the residential development forms an enabling development to provide money for remediation of the employment site. The applicants offered a substantial amount, £464,500, for remediation works to assist in the delivery of the employment land and they entered into a Section 106 agreement with the Council as part of the outline planning permission to secure this.

9.11 Ecology Issues

- 9.11.1 Updated ecology surveys and assessments carried out for the site indicate that the ecology of the area has not substantively changed since the outline permission was granted. Surveys have confirmed that the site has some local nature conservation value, likely supporting foraging bats and foraging badgers and supporting areas of semi-natural vegetation and bird nesting habitat.
- 9.11.2 Conditions relating to Ecology placed on the Outline permission remain relevant to the current Reserved Matters application, including Condition 12 which stated: *"No site clearance, site preparation or development work shall take place until an Ecological Mitigation Strategy has been submitted to the Local Planning Authority for approval in writing in consultation with specialist advisors. The approved strategy shall be*

implemented in full. The strategy shall demonstrate mitigation and compensation measures for impacts on species and habitats of biodiversity value in accordance with the recommendations in Section 7 of the report 'Land of Grasmere Avenue, Leyland. Ecological Assessment (Atmos Consulting, 2011)'. The strategy shall also make provision for updated surveys for protected and priority species to be undertaken to inform the need for mitigation."

9.11.3 The Council's Ecological Advisors comment that it is disappointing that the opportunity to prepare a more comprehensive Ecological Mitigation Strategy has not been taken to accompany this Reserved Matters application. The result is that the Ecological Mitigation Strategy will still need to be submitted, as required by Condition 12 which remains valid and the details will need to be submitted as part of a discharge of conditions application prior to commencement of any development on the site.

9.12 Drainage and Food Risk

9.12.1 A Drainage Strategy Statement dated 23 February 2016 (Ref: 8/1226/LP) was submitted with this Reserved Matters application. The Statement concludes that due to the ground slopes and the availability of a suitable river on the west of the site, it will be possible to construct sufficient storage from the permitted attenuation levels to ensure that the surface water run-off from the proposed development will meet all the necessary provisions of the local legislative bodies. Similarly, the foul drainage can be accommodated with suitable design principles to allow the development to be drained effectively.

9.12.2 In accordance with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The NPPG clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy and the developer must consider the drainage options in the following order of priority:

1. into the ground (infiltration);
2. to a surface water body;
3. to a surface water sewer, highway drain, or another drainage system;
4. to a combined sewer.

9.12.3 Lancashire County Council in their capacity as the Lead Local Flood Authority (LLFA) commented on the application. The Flood and Water Management Act 2010 sets out the requirement for LLFAs to manage 'local' flood risk within their area. 'Local' flood risk refers to flooding or flood risk from surface water, groundwater or from ordinary watercourses.

9.12.4 The LLFA objects to the development proposal on the basis of there being insufficient information to enable the discharge of Condition 10 attached to planning permission 07/2011/0711/ORM. Condition as specified: *"Prior to commencement of the development hereby approved a detailed foul and surface water drainage scheme based on the initial drainage strategy ref: 1/16827/MA/SJT has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be implemented as approved"*

9.12.5 The LLFA comment that the applicant is required to demonstrate that the proposed drainage scheme is adequate and suitable for the development and that the development can go ahead without causing and increase flood risk. Therefore, in order to overcome the objection, the LLFA require further information to demonstrate that the drainage proposals/drainage strategy will be satisfactory. They also provide details of what the surface water drainage scheme should include as a minimum: *"a) Information about the lifetime of the development design storm period and intensity (1 in 30 & 1 in 100 year +30% allowance for climate change), discharge rates and volumes (both pre and post development), temporary storage facilities, means of access for maintenance and easements where applicable, the methods employed to delay and control surface water discharged from the site, and the measures taken to*

- prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of flood levels in AOD;*
- b) The drainage scheme should demonstrate that the surface water run-off must not exceed the greenfield rate. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.*
- c) Any works required off-site to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant);*
- d) Flood water exceedance routes, both on and off site;*
- e) A timetable for implementation, including phasing where applicable;*
- f) Site investigation and test results to confirm infiltrations rates;*
- g) Details of water quality controls, where applicable.”*

9.12.6 However, the LLFA are mistaken in their understanding that this submission seeks to discharge condition 10 of the outline approval. It is the case that the outline approval is the parent permission and conditions imposed remain to be discharge. The wording of condition 10 states “*Prior to commencement of the development.....*” and therefore the condition can be discharge at the appropriate time with development not being able to commence until the details have been submitted and agreed by way of a formal discharge of conditions application. It is at that time that the final detail of the drainage scheme will be provided. However, it is considered useful for the developer to know what the drainage scheme should include, as per the LLFA’s comments.

9.12.7 United Utilities have also commented on the application, confirming the proposals are acceptable in principle. Therefore the drainage for the development should be carried out in accordance with principles set out in the submitted Foul and Surface Water Drainage Strategy Dated 23rd February 2016 which was prepared by Clancy Consulting. For the avoidance of doubt, surface water must drain to watercourse at existing greenfield runoff rates. No surface water will be permitted to drain directly or indirectly into the public sewer.

9.12.8 UU also comment that, regardless of the stage in the planning process, it is recommended that a condition is imposed requiring the submission of a management and maintenance regime for Sustainable Drainage Systems and provide the wording for the condition.

9.12.9 UU comment that water mains will need extending to serve any development on this site. The applicant may be required to pay a capital contribution and will need to sign an Agreement under Sections 41, 42 & 43 of the Water Industry Act 1991. They go on to advise that a separate metered supply to each unit will be required at the applicant's expense and all internal pipe work must comply with current water supply (water fittings) regulations 1999. Finally, the level of cover to the water mains and sewers must not be compromised either during or after construction. Therefore the applicant is advised to contact United Utilities regarding connection to the water mains or public sewers and also contact UU’s water fittings section at Warrington. These issues are not material planning considerations and are covered under separate legislation. The comment made by UU are standard comments which appear on all consultation response and are more of an advisory nature. It is therefore considered appropriate to include these comments as an informative note on the decision notice.

10.0 Conclusion

10.1 This Reserved Matters application for 160 dwellings, public open space, cycle and footpath links and landscaping has been considered in light of current planning policy and is considered to be acceptable. Although objections have been received many of the points raised relate to access and traffic issues which have already been considered and accepted at outline stage.

10.2 The application brings forward this allocated housing site for development, provides affordable housing, open space, footpath links and also monies to help bring the adjacent

employment site forward. The application is recommended for approval subject to the imposition of conditions and recognising that conditions imposed at outline stage that have not been dealt with as part of this Reserved Matter application remain relevant and will require discharging in the normal manner.

11.0 Recommendation

11.1 Approval with Conditions.

12.0 Recommended Conditions

1. The development hereby approved shall be begun either before the expiration of 3 years from the date of the outline permission, or before the expiration of 2 years from the date of the permission herein.
REASON: To comply with the requirements of Section 92 of the Town and Country Planning Act 1990
2. The development, hereby permitted, shall be carried out in accordance with the approved plans Dwg BP/PL-301 Rev D Planning Layout: BP/PL-302 Rev A Site Layout Wider Context: BP/PL-303 Rev B Affordable Housing Provision: BP/PL-304 Street Scene: GAF/HTT1-101 Housetype T1: GAF/HTT2-102 Housetype T2: GAF/HTT3-103 Housetype T3: GAF/HTT4-104-A Housetype T4: GAF/HTT5-105 Housetype T5: GAF/HTT6-106 Housetype T6: GAF/HTT7-107 Housetype T7: GAF/HTT8-108 Housetype T8: GAF/HTT9-109 Housetype T9: GAF/HTT9a-109a Housetype T9a: GAF/HTT10-1010 Housetype T10: GAF/HTT111-111 Housetype T111: GAF/HTT112-112 Housetype T112: GAF/HTT113-113 Housetype T113: 5157.01 Rev A Landscape Proposal: 5157.02 Rev A Landscape Proposal: 5157.03 Rev A Landscape Proposal: 5157.04 Rev A Landscape Proposal or any subsequent amendments to those plans that have been agreed in writing by the Local Planning Authority.
REASON: For the avoidance of doubt and to ensure a satisfactory standard of development
3. No work shall be commenced until satisfactory details of the colour and texture of the facing and roofing materials to be used have been submitted to and approved by the Local Planning Authority.
REASON: To ensure the satisfactory detailed appearance of the development in accordance with Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026
4. The new estate road for the development shall be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base course level up to the entrance of the site compound before any development takes place within the site and shall be further extend before any development commences fronting the new access road.
REASON: To ensure that satisfactory access is provided to the site before the development hereby permitted becomes operative as required Policy G17 in the South Ribble Local Plan 2012-2026
5. No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:
 - I. the parking of vehicles of site operatives and visitors
 - II. loading and unloading of plant and materials
 - III. storage of plant and materials used in constructing the development
 - IV. the location of the site compound
 - V. appropriate measures to control the emission of dust and dirt during construction
 - VI. a scheme for recycling/disposing of waste resulting from demolition and construction works

REASON: To safeguard the amenities of neighbouring properties in accordance Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

6. The development hereby approved shall not be brought into use until details of facilities for the storage of refuse and waste materials have been submitted to and approved by the Local Planning Authority and completed entirely in accordance with the approved scheme. The approved facility shall be retained thereafter unless otherwise agreed in writing with the Local Planning Authority.
REASON: To safeguard the character and visual appearance of the area and to safeguard the living conditions of any nearby residents particularly with regard to odours and/or disturbance in accordance with Policy 27 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026
7. Prior to first occupation of the dwellings hereby approved, one Electric Vehicle Recharge point shall be provided to all dwellings with one or more off-street parking space/garage space integral to the curtilage of the property.
REASON: To enable and encourage the use of alternative fuel use for transport purposes in accordance with Policy 3 of the Central Lancashire Core Strategy
8. The drainage for the development hereby approved, shall be carried out in accordance with principles set out in the submitted Foul and Surface Water Drainage Strategy Dated 23rd February 2016 which was prepared by Clancy Consulting. For the avoidance of doubt and unless otherwise agreed in writing by the Local Planning Authority, surface water must drain to watercourse at existing greenfield runoff rates. No surface water will be permitted to drain directly or indirectly into the public sewer. The development shall be completed in accordance with the approved details.
REASON: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding in accordance with Policy 29 in the Central Lancashire Core Strategy
9. Prior to the commencement of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the Local Planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:
 - a) The arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a Resident's Management Company; and
 - b) Arrangements concerning appropriate funding mechanisms for its ongoing maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as ongoing inspections relating to performance and asset condition assessments, operation costs, regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime.REASON: To improve water management and reduce the risk of flooding in accordance with Policy 29 in the Central Lancashire Core Strategy
10. The development hereby approved shall be carried out in accordance with the recommendations made in the Arboricultural Statement Ref: CW/6382-AS2 dated 25 February 2016. Before any site activity (construction or demolition) is commenced in association with the development, the barrier fencing shall be erected around all trees to be retained on the site as detailed in the Tree Protection Plan Ref: CW/6382-P-TP-1. The fencing shall be constructed and located in compliance with BS 5837 2012 - Trees in Relation to Design, Demolition and Construction - Recommendations. Within these fenced areas no development, vehicle manoeuvring, storage of materials or plant, removal or addition of soil may take place. This includes ground disturbance for utilities. The fencing shall not be moved in part or wholly without the written agreement of the Local Planning Authority. The fencing shall remain in place until completion of all

development works and removal of site vehicles, machinery, and materials in connection with the development.

REASON: To prevent damage to trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

13.0 Relevant Policy

13.1 Central Lancashire Core Strategy

- 1 Locating Growth
- 4 Housing Delivery
- 5 Housing Density
- 6 Housing Quality
- 7 Affordable and Special Needs Housing
- 17 Design of New Buildings
- 22 Biodiversity and Geodiversity
- 26 Crime and Community Safety
- 27 Sustainable Resources and New Developments

13.2 Supplementary Planning Documents

Affordable Housing

Design Guide

Open Space and Playing Pitches

13.3 South Ribble Local Plan 2012-2026

Policy A1 Developer Contributions

Policy D1 Allocations of housing land

Policy D2 Phasing, Delivery and Monitoring

Policy F1 Car Parking

Policy G10 Green Infrastructure Provision in Residential Developments

Policy G11 Playing Pitch Provision

Policy G13 Trees, Woodlands and Development

Policy G16 Biodiversity and Nature Conservation

Policy G17 Design Criteria for New Development

14.0 Informative Notes

United Utilities wish to draw the applicant's attention to the following notes:

The water mains will need extending to serve any development on this site. The applicant, who may be required to pay a capital contribution, will need to sign an Agreement under Sections 41, 42 & 43 of the Water Industry Act 1991.

A separate metered supply to each unit will be required at the applicant's expense and all internal pipe work must comply with current water supply (water fittings) regulations 1999.

The level of cover to the water mains and sewers must not be compromised either during or after construction.

Should this planning application be approved, the applicant should contact United Utilities on 03456 723723 regarding connection to the water mains or public sewers.

Should this application be approved the applicant must contact our water fittings section at Warrington North WwTW, Gatewarth Industrial Estate, off Liverpool Road, Sankey Bridges, Warrington, WA5 1DS.

It is the applicant's responsibility to demonstrate the exact relationship between any United Utilities' assets and the proposed development. United Utilities offer a fully supported mapping service and we recommend the applicant contact our Property Searches Team on 0370 751 0101 to obtain maps of the site.

Due to the public sewer transfer, not all sewers are currently shown on the statutory sewer records, if a sewer is discovered during construction; please contact a Building Control Body to discuss the matter further.