

Application Number 07/2017/4115/FUL

Address Replacement Community Centre and Residential Site At Daub Hall Lane and Gregson Lane
Hoghton
Lancashire
PR5 0DP

Applicant Gregson Green Community Initiative

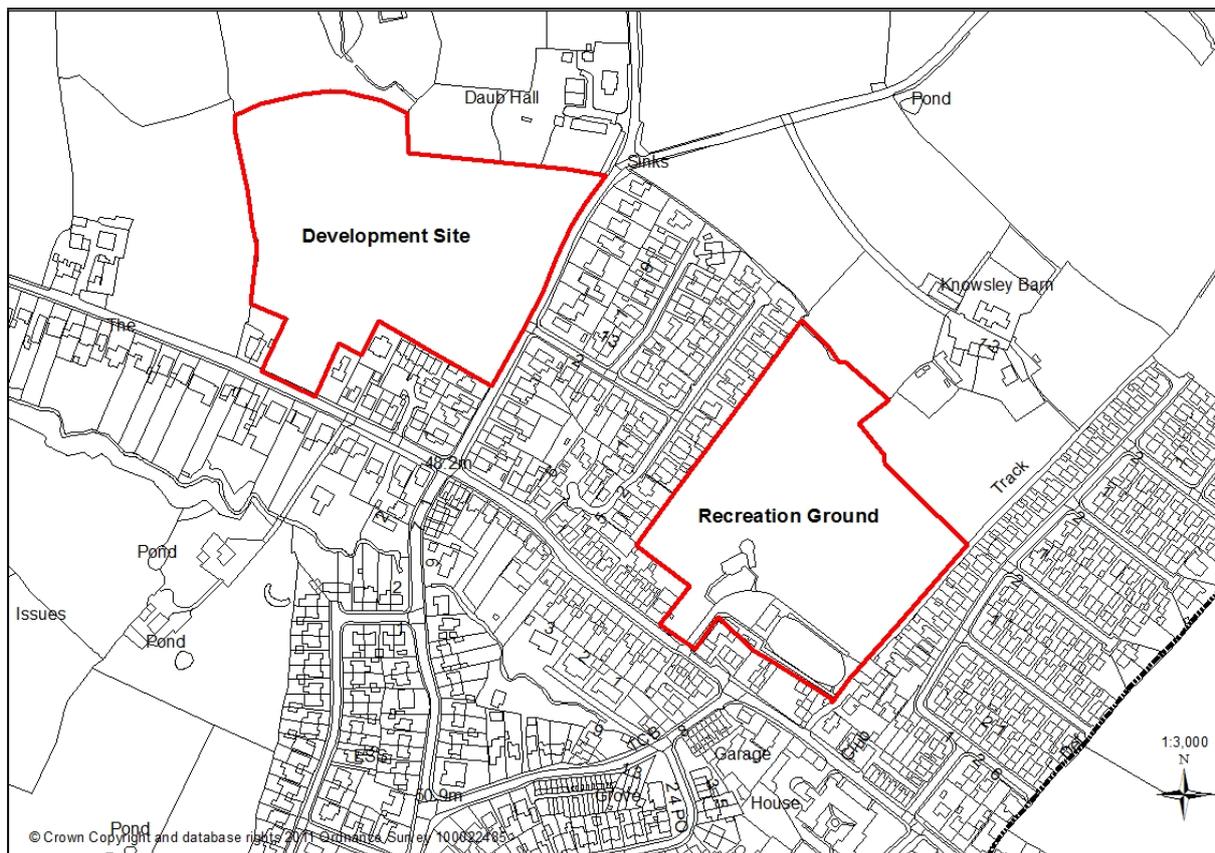
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Development Residential and community development - Erection of 75 dwellings on land to the west of Daub Hall Lane together with the erection of two storey replacement community centre and associated works following demolition of existing facility at Gregson Lane community centre site

Officer Recommendation **Refusal**
Officer Name **Mr Mike Davies**

Date application valid 09.01.2018
Target Determination Date 10.04.2018
Extension of Time 11.05.2018



1. REPORT SUMMARY

- 1.1 The application is for a new community centre and a 75 unit residential scheme. The new community centre will replace the existing facility at Gregson Lane and the residential element of the scheme will contribute £1.2m towards the costs of the new community centre facility.
- 1.2 Whilst, there is general support in relation to the provision of a new community centre, the cost of providing such a facility and how this should be funded has clearly divided public opinion in the locality as can be evidenced by the number of representations that the Council has received both for and against the current proposals. In particular, the development of an area designated as protected open countryside in the Local Plan for residential purposes to fund the new community centre has divided opinion.
- 1.3 It is not disputed by Officers that the proposal would provide significant funds towards the delivery of the replacement community centre. Given the physical separation between the site Officers had been concerned whether or not the proposal can be truly considered as a single composite scheme. There has been a considerable exchange of discussion on the matter and the council sought its own independent barrister advice. The conclusion is that Officers now accept that the application can be considered 'composite' and that it should be accepted that the financial contribution to the provision of the community centre is a material planning consideration.
- 1.4 Officer's also had concerns that whilst, the Council could secure the proposed financial contribution via a s.106 agreement there is no mechanism for ensuring delivery of the community centre as the housebuilder Rowland Homes have indicated that their only involvement with the community centre will be a financial contribution and they would not wish to be tied into the delivery of the community centre via a planning condition or planning obligation. In order to secure the construction of the replacement community centre the applicant has proposed a clause to be contained within a section 106 agreement to prevent the residential development from commencing until a Building Contract has been signed for the construction of the replacement community centre in accordance with the [to be] approved drawings. Whilst no section 106 agreement is entirely free from risk, Officers consider that the applicant's offered clause would be acceptable.
- 1.5 Members should afford varying degrees of weight to the material points for and against the proposals contained within this report. The proposed replacement community centre, if delivered, would bring benefits to a proportion of the local community. The development of an open field designated Policy G4 (Protected Open Land) would clearly be contrary to the requirements and would have a detrimental impact on the character, appearance and openness of the Protected Open Land. Furthermore the site off Daub Hall Lane is designated as Grade 3a Agricultural land and as such is protected from development which will cause irreversible harm. The proposal also fails to make any provision for affordable housing which is contrary to Policy 7 of the Central Lancashire Core Strategy.
- 1.6 Having regard to all material planning considerations officers are of the opinion that the harm caused by the proposal outweighs the benefits it will deliver and accordingly the application is therefore recommended for refusal.

2. APPLICATION SITE AND SURROUNDING AREA

- 2.1 The proposal relates to two sites within the Gregson Lane settlement. The sites do not share a common boundary and are not linked physically.

- 2.2 The first site comprises of an open pasture field in private ownership which is used for grazing sheep at present. The field has a dual frontage onto both Daub Hall Lane and Gregson Lane. There is some older ribbon development around the junction of Gregson Lane and Daub Hall Lane consisting of mainly two storey detached and semi-detached residential properties. Behind these on Conway Court is a retirement development consisting of two storey terraced dwellings. The rear of Conway Court retirement development directly abuts the field site. Conway Court is managed by Fairhaven who manage the grounds on behalf of the residents. There is also a large detached dwelling at the end of Conway Court which has subsequently been added and directly abuts the site.
- 2.3 It should be noted that the rear gardens to the properties on Conway Court are around 3.5 metres in length and slope down from the rear of the properties which sit around a metre higher than the adjoining field. The detached property at the end of Conway Court is also situated about a metre above the adjoining field and has a retaining wall to its garden which abuts the field. At present a small timber fence separates Conway Court from the field and there is no boundary treatment save for the retaining wall at the detached property in the corner.
- 2.4 Along Daub Hall Lane the proposed residential site is faced by detached bungalows on the opposite side of the road. There is also a mature hedgerow boundary to the field which adjoins the highway. On Gregson Lane the properties facing the field are generally detached bungalows as well. At the northern boundary of the site is situated a single storey detached dwelling which is set in a large garden. The remainder of the site backs onto open countryside which is designated Greenbelt.
- 2.5 The site of the proposed residential development itself is allocated as G4 – Protected Open Land on the South Ribble Local Plan Policies Map.
- 2.6 The second site, which is some 500m to the south-east of the first site, is the Gregson Green Community Centre and associated car park which is situated off Gregson Lane on land allocated as G7 – Green Infrastructure on the South Ribble Policies Map. The site consists of playing fields, a MUGA, the existing community centre, a children’s play area and a car park. The playing field has is overlooked by housing on three sides with the community centre being situated close to the local centre on Gregson Lane. This site is owned by the Council and is subject to a long (99 years) lease to the Gregson Green Charity who would be party to any legal obligation should consent be granted.

3. SITE HISTORY

- 3.1 The site of the proposed residential development on Daub Hall Lane was previously allocated in the draft Local Plan for Village Development needs (a policy that supports certain types of development), however following representation made during the consultation process the site allocation was changed to G4 – Protected Open Land (a development restrictive policy akin to Greenbelt).
- 3.2 The land off Daub Hall Lane was originally allocated as Local Needs in Villages (Policy D9) in the February 2000 Local Plan. The Issues and Options stage of the new Local Plan showed the site as a potential “Local Needs in Villages” allocation, based on its allocation in the 2000 Local Plan. The consultation took place December 2010 – January 2011.
- 3.2.1 Prior to the Preferred Options Stage, briefings were carried out with all Councillors. At these briefings, the land at Daub Hall Lane was still proposed to be retained as a Local Needs in Villages site. Following on from these, representations were received

from local ward members in relation to several sites in the eastern parishes, including the Daub Hall Lane site.

- 3.2.2 The site appraisal identified the site as being *“situated on the edge of the settlement of Gregson Lane, and is not well located in terms of access to local services. It does not score particularly well in the sustainability appraisal.”*
- 3.2.3 *“The Council is committed to protecting open spaces and areas in the Borough to ensure natural breaks in the built-up areas and settlements. The Protected Open Land policy is to retain the openness and natural character of local areas and to protect the land from development. Allocation of this site for development would result in further encroachment of development into open land.”*
- 3.2.4 *“Due to its location and accessibility, it is considered that the site should be protected from development.”*
- 3.2.5 Following on from this, the proposed allocation of the land was then changed to G4: Protected Open Land. It was shown as this allocation at all further stages and consultations in the local plan process. Consultation events after the date that the site was changed to Protected Open Land included Area Committee Meetings, and Drop-in Sessions in the Local Area on 10/11/11, and 11/7/12, as well as extensive advertising of the proposals throughout the Borough.
- 3.2.6 There is no planning history in terms of planning applications on the Daub Hall Lane site, which has an historic agricultural use.
- 3.2.7 In terms of the Community Centre site off Gregson Lane, planning permission was granted in 1991 for a cabin to store equipment. In 2013, planning permission was granted for the erection of 6 metre high protective netting on the edge of the playing field adjacent the children’s play area. This site has been allocated as G7 – Existing Green Infrastructure throughout the Local Plan process and in the preceding plan.

4. THE PROPOSAL

- 4.1 The proposal is for 75 dwellings on the Daub Hall Lane site and the demolition and erection of a new community centre facility adjacent the current site of the existing community centre off Gregson Lane. The majority of the houses being provided are detached three and four bed units, except for two pairs of semi-detached bungalows and five detached bungalows of which three are dormers fronting onto Daub Hall Lane. The site will be accessed via a single access point off Daub Hall Lane, with the four properties fronting onto Gregson Lane being accessed directly from the existing highway. The proposal is for 100% market housing with no affordable housing provision proposed either on site or via an off-site financial contribution.
- 4.2 The proposals have been submitted as a composite application as the scheme proposes a contribution of £1.2m being made to the Gregson Green Community Centre to fund a new facility to replace the existing centre, which is no longer considered fit for purpose by the applicants. The proposed Community Centre will have a gross external area (GEA) of 497.2sqm. The Centre will be single-storey, with a small amount of storage in the roof space. The proposal also includes a 40 space car park to serve the new community facility.
- 4.3 Supporting information submitted as part of the planning application asserts that the existing community centre is in a poor state of repair and is no longer fit for purpose. The poor insulation of the building, high running costs, poor access for mobility impaired

users, lack of storage and internal changing facilities, limited potential to generate additional income through event hosting due to poor design of the building and use of carcinogenic building materials have all been highlighted.

4.4 The applicant affirms that the Gregson Green Charity has spent a number of years fund raising for a replacement community centre but the amount of money raised to date falls well short of the amount required to construct a fit for purpose replacement building.

4.5 It is stated by the applicant that in 2015 initial discussions took place between the landowner of the site off Daub Hall Lane and a development promoter regarding the development of the field to financially facilitate the construction of a replacement community centre.

5. REPRESENTATIONS

5.1 The proposals have generated a significant amount of interest from the local community and beyond. Large numbers of representations have been received both for and against the proposals with strong feelings being expressed on both sides. Clearly, there is strong support in terms of the aspiration for a new community centre facility, but significant differences of opinion in terms of how this should be funded and the type of facilities it should provide to the community, which obviously has an impact on the build cost of the facility and its future maintenance.

5.2 In terms of opposition to the proposals 378 representations have been received and the basis of the objections can be summarised as follows.

- Will ruin the character of the village
- Contrary to Policy G4 of South Ribble Local Plan
- Destroys visual amenity afforded by this open space between Gregson Lane and Coupe Green
- Far too big and unnecessary, particularly the community centre
- Increased traffic on road network
- Detrimental impact on residential amenities resulting from intensification of use of larger community centre
- Increased car parking problems in village
- More pressure on school places
- Existing lack of medical facilities such as dentists and GP's will be exacerbated
- Poor public transport links
- Junction of Daub Hall Lane/Gregson Lane/Bankhead Lane is an accident blackspot that will only be exacerbated by this development
- Not a sustainable location for housing
- Contrary to NPPF
- South Ribble already has a 6.1 year supply of housing land, therefore not justified
- Financial contribution is a bribe to push through housing on safeguarded land
- Community Centre will only benefit a minority
- Cost of community centre is excessive
- The applicants argue that this is a sustainable development and the provisions of Paras 7 & 14 of the NPPF can be applied. However, where a development is in conflict with the Local Plan it cannot be classed as 'sustainable development' and therefore the presumption in favour of development cannot be applied, even where a development can be shown to be sustainable in its own right. This has been established in the Court of Appeal ruling *Barwood Strategic Land v East Staffordshire Borough Council and SSCLG*.

- 15% response rate to applicant's consultation does not demonstrate widespread community support and was based on 68 unit scheme not 75 as proposed.
- Community consultation carried out prior to submission was inadequate and misleading with claims of widespread support by the applicant being unsubstantiated
- The Community Centre is not a Planning Policy requirement
- Planning Policy requirements being ignored to fund community centre, these asks were established through local plan process, the community centre has not been subject to this process.
- Area is subject to flooding and proposal will exacerbate situation with increased surface water run-off.
- Loss of trees and hedgerows
- No traffic impact analysis on Brindle Road Railway crossing, Victoria Road and Bournes Row including sites with consent and allocated.
- Increased Pollution and impact on air quality
- Increased Noise and disturbance from construction and intensification of use of larger community centre, particularly late at night.
- Poor access and highway safety concerns
- Business Plan lacks detail and does not appear to be able to sustain this new community centre financially
- New community centre will benefit a minority not the majority
- Loss of privacy and overlooking
- Loss of sunlight
- Detrimental Impact on wildlife, ecology and biodiversity
- New development should be concentrated on brownfield sites
- Consultation exercise carried out in advance of planning application by applicants was for a smaller number of units than now proposed.
- Increased risk of Anti-Social Behaviour and Crime
- Landowner will make financial gain from development of protected open space if developed
- The applicant has failed to demonstrate any need for these houses in their submission.
- Proposal will result in overdevelopment of the site
- No affordable housing offer to assist younger people getting on housing ladder.
- No demonstrable need for the housing development has been evidenced
- Tenuous link between the two elements of the proposal and unethical to suggest such.
- Should have been submitted as two separate applications
- Current sewerage and drainage system will not be able to cope with new development.
- Concern at capacity of utilities in the locality to cope with additional demand.
- Inadequate parking provision at community centre to deal with large functions
- Proposal will contribute to urban sprawl
- Inadequate street lighting and highway infrastructure in the area
- Granting approval would set an undesirable precedent that will lead to development of other designated areas of protected open countryside in South Ribble.
- New dwellings too close to properties on Conway Court
- Loss of village character
- Loss of prime agricultural land
- The Council as owner of the land on which the community centre will be constructed cannot enter into a S.106 agreement with itself in case the obligation is breached.
- There are no details of the S.106 agreement and how this would be enacted.
- The ODPM has previously stated that 'planning permission may not be bought or sold' unless necessary in planning terms.

- The current Gregson Green Charity Committee could be voted out and replaced with people who do not want this development. What then?
- Contravenes Equality and Diversity Council's policy, as no female changing facilities
- No risk independent assessment has been submitted as requested by Sport England
- Potential for vehicles ball strikes to increase due to location of community centre car park
- Discrepancies in relation to Bat Survey and where it was undertaken

5.3 A further 150 representations have been received in support of the proposal and these are summarised below.

- Improved facilities will result in increased participation and use
- Existing building no longer fit for purpose
- Support for growth, development and change will provide new opportunities
- Housing is low density and good design with a good mix of house types
- Community centre plans well thought out and cater for all users
- New bungalows are welcome
- No development in the village since the 1970's this will allow the children of existing residents to remain the village where they grew up.
- Careful thought has been put into the environmental and ecological aspects of development.
- Will raise property values in the area (Not a material planning consideration)
- New residents will support local businesses
- Existing schools have enough capacity to take additional children from new homes.
- As the area is not classed as deprived it is difficult to access grant funding for community facilities
- Better facilities will encourage people to take up sport leading to a healthier community
- Incorporation of a wildlife meadow will improve public access to nature
- Large houses are what is required not affordable housing
- The land at Daub Hall Lane will be sold and developed in the future this proposal allows local people to benefit from it and have a say in the development.

6. CONSULTATION REPLIES

6.1 LCC – County Highways

- 6.1.1 County Highway have raised no objections in principle to the proposed. The proposed site accesses are considered acceptable from a technical design perspective, as are the internal estate roads within the proposed residential development.
- 6.1.2 Whilst it has been identified that the internal dimensions of the integral garages fall short of the recommended acceptable dimensions (6m x 3m) each plot provides sufficient external off-street parking to meet the recognised parking standards as set out in Appendix 4 of the South Ribble Local Plan. The proposal parking provision of the community centre element is considered to be acceptable.
- 6.1.3 County Highways are of the opinion that the predicted trip rates for the proposed development are acceptable and the proposal will not have a 'severe impact' on the highway network that would warrant refusal on highway safety grounds.
- 6.1.4 Should planning permission be granted County Highways request that appropriate measures to secure sustainable travel are imposed.

6.2 Environmental Health

- 6.2.1 Raise no objections subject to the imposition of condition on any given permission relating to wheel washing facilities for construction traffic, restriction on the hours of construction, restriction on the importation of subsoil and top soil, the provision of electric vehicle recharge points, the agreement of a travel plan and the provision of cycle storage.

6.3 Ecology

- 6.3.1 The Council's Ecology consultants have raised no objections to the proposal subject to the imposition of conditions relating to biodiversity enhancement measures, provision of bat boxes, restricting works on mature trees and restrictions on work during bird nesting season.

6.4 Landscape Officer

- 6.4.1 The Council's Landscape Officer has no observations to make in relation to the residential element of the scheme but confirms that in general the proposed development of community centre site will improve the current site quality and layout.

6.5 Sport England

- 6.5.1 Sport England have submitted a precautionary objection to the proposal as the application is not accompanied by a ball strike assessment leading to concern that the development of the community centre could adversely impact the use of the cricket pitch. This concern is reinforced by the views of the England and Wales Cricket Board. It is noted that ball stop netting/fencing could be secured by way of a suitably worded planning condition but the necessary structures may need to be of a height that would cause concern to the Local Planning Authority.

6.6 Lancashire Constabulary

- 6.6.1 Lancashire Constabulary have raised no objections to the proposal making a number of crime reduction recommendations that have been made available to the applicant.

6.7 Arboricultural Officer

- 6.7.1 The Local Authority's Arboricultural Officer has raised no objections to the proposal subject to landscape detail improvements that can be secured by a suitably worded condition and the securing of tree protection measures.

6.8 United Utilities

- 6.8.1 Raise no objections to the proposal subject to the imposition of appropriate conditions relating to foul and surface water drainage details and the agreement of a drainage strategy.

6.9 Lead Local Flood Authority (LLFA)

- 6.9.1 Whilst the application sites are within Flood Zone 1, defined by the Planning Practice Guidance as having a low probability of flooding, the LLFA currently object to the application as a precaution due to insufficient information being provided for the scale of the development to allow them to assess the principle of surface water drainage associated with the proposed development. Should the Members be minded to

approve the application it would be possible for the decision to be deferred to the Director of Planning and Housing, and the Chair and Vice-Chair of the Planning Committee subject to the submission of satisfactory information to address this outstanding issue and receipt of a further letter from the LLFA confirming that they raise no objections.

6.10 CPRE

- 6.10.1 The Campaign to Protect Rural England (CPRE) object to the proposed development due to the loss of greenfield land. Without prejudice, they confirm that if permission is granted there would be a community benefit to include an element of affordable housing.

7. MATERIAL CONSIDERATIONS

7.1 NPPF

- 7.1.1 The National Planning Policy Framework is relevant to the consideration of this application and a summary of the relevant policies is contained below.

The NPPF promotes a presumption in favour of sustainable development and supports sustainable economic development to deliver, amongst other things, homes. Para 2 of the NPPF states that 'Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.'

- 7.1.2 Para 12 states, 'This National Planning Policy Framework does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. It is highly desirable that local planning authorities should have an up-to-date plan in place.'
- 7.1.3 The NPPF, para 32, confirms that development should only be prevented or refused on transport grounds where the residential cumulative impacts of development are "severe". County Highways have confirmed that in terms of overall traffic generation, the proposed scheme is not considered to materially increase traffic within the locality and would have a "negligible impact on safety and capacity in the immediate vicinity of the site".
- 7.1.4 Para 49, 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 land should be considered up-to-date where the Local Planning Authority can demonstrate a five year supply of deliverable housing sites.'
- 7.1.5 Para 50, goes on to say that 'To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community
 - identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
 - where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified.'

7.1.6 Para 66, states ‘that applicants should work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals which can demonstrate this in developing the design of the new development should be looked upon more favourably.’

7.1.7 Para 69, makes it clear that the planning system has an important role to play in facilitating social interaction and creating healthy, inclusive communities. Local Planning Authorities should create a shared vision with communities of the residential environment and the facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan and in planning decisions, and should facilitate neighbourhood planning. Planning policies and decisions, in turn should aim to achieve places which promote:

- opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity;
- safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.

7.1.8 Para 70, states ‘To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.’

7.1.9 Para 196, states ‘The planning system is plan led. Planning law requires that applications for planning permission, must be determined in accordance with the development plan, unless material considerations indicate otherwise.’

7.1.10 The Government has also published a draft revision of the NPPF which consolidate a series of proposals that have been made in the last two years, and which have been included in various consultation documents. The draft version of the NPPF suggest a move away from viability assessments in the decision-making stage of development.

7.2 Central Lancashire Core Strategy

7.2.1 Policy 1 of the Core Strategy - Locating Growth details where the Council will look to concentrate development. It states that in smaller villages, development will typically be small scale and limited to appropriate infilling and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.

- 7.2.2 Policy 4 of the Core Strategy - Housing Delivery sets an annual target of delivering 417 dwellings for the borough throughout the plan period 2010 – 2026. The housing delivery performance will be kept under review on the basis of rolling 3 year construction levels. If any targets relating housing completions are missed by more than minus 20% the phasing of uncommitted sites will be adjusted.
- 7.2.3 Policy 5 Housing Density – The LPA will secure densities of development which are in keeping with local areas and which will have no detrimental impact on amenity, character, appearance, distinctiveness and environmental quality of an area, consideration will also be given to making efficient use of land.
- 7.2.4 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.
- 7.2.5 Policy 7 Affordable and Special Needs Housing – seeks to enable sufficient provision of affordable and special needs housing to meet needs subject to such site and development considerations as financial viability and contributions to community services, to achieve a target of 100% on any rural exception sites, which would otherwise not be released for housing. Where robustly justified, off-site provision or financial contributions of a broadly equivalent value instead of on-site provision will be acceptable where the site or location is unsustainable for affordable or special housing.
- 7.2.6 The scheme as submitted is 100% market housing for sale and the housing mix is such that it does not lend itself to providing any affordable housing provision within the scheme. The lack of any affordable housing provision is being justified by the applicants on the basis of the contribution they propose to make towards the replacement community centre and on the basis that the scheme cannot generate funds for both affordable housing and the community centre contribution.
- 7.2.7 Policy 17 Design of New Buildings – states that the design of new buildings will be expected to take account of the character and appearance of the local area including siting, layout, massing, scale, design, materials, building to plot ratio and landscaping. It should also be sympathetic to surrounding land uses and occupiers avoiding demonstrable harm to the amenities of the local area. Opportunities for crime should be minimised by maximising natural surveillance. Landscaping should be an integral part of the development, protecting existing landscape features and natural assets, habitat creation, providing open space and enhancing the public realm. Making provision for the needs of special groups in the community such as the elderly and those with disabilities. Promoting designs that are adaptable to climate change, and adopting principles of sustainable construction including sustainable urban drainage systems (SuDS).
- 7.2.8 Policy 24 Sport and Recreation – ensure that everyone has the opportunity to access good sport, physical activity and recreational facilities by devising robust minimum local standards based on quantified needs, accessibility and qualitative factors, through seeking developer contributions (either in the form of new provision or financial payment in lieu) where new development would result in a shortfall in provision. The policy also provides for the protection of existing sport and recreation facilities, unless improved alternative provision is to be made.
- 7.2.9 Policy 25 Community Facilities – ensure that local communities have sufficient community facilities provision by assessing all development proposals for new housing in terms of their contribution to providing access to a range of core services including education and basic health and care services.

- 7.2.10 Policy 26 Crime and Community Safety – plan for reduced levels of crime and improved community safety by encouraging the inclusion of Secured by Design principles in new developments and providing adequate leisure and community facilities or activities, especially for young people
- 7.2.11 Policy 27 Sustainable Resources and New Developments – All new dwellings will be required to meet the Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016. Minimum energy efficiency standards for all other new buildings will be “Very Good” according to the Building Research Establishment’s Environmental Assessment Method (BREEAM). Since the adoption of the Core Strategy the Government has scrapped the Code for sustainable homes and as such a condition is now imposed on planning permissions new residential development requiring them to be constructed to an energy efficiency 19% above the current building regulations.
- 7.2.12 Policy 27 Sustainable Resources and New Developments – All new dwellings will be required to meet the Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016. Minimum energy efficiency standards for all other new buildings will be “Very Good” according to the Building Research Establishment’s Environmental Assessment Method (BREEAM). Since the adoption of the Core Strategy the Government has scrapped the Code for sustainable homes and as such a condition is now imposed on planning permissions new residential development requiring them to be constructed to an energy efficiency 19% above the current building regulations.
- 7.2.13 Policy 29 Water Management – Seeks to improve water quality, water management and reduce the risk of flooding by appraising, managing and reducing flood risk in new developments. Managing the capacity and timing of development to avoid exceeding sewer infrastructure capacity, encouraging the adoption of Sustainable Drainage systems and seeking to maximise the potential of Green Infrastructure to contribute to flood relief.
- 7.2.14 Policy 31 Agricultural Land – seeks to protect the best and most versatile agricultural land, (Grades 1, 2 and 3a) when considering other forms of development to avoid irreversible damage to, and instead achieve the full potential of the soil.

7.3 South Ribble Local Plan 2012-2026

- 7.3.1 Policy A1 Developer Contributions – new development will be expected to contribute to mitigating its impact on infrastructure, services and the environment and to contribute to the requirements of the community. This may be secured as a planning obligation through a S.106 agreement, where the development would otherwise be unacceptable and through the Community Infrastructure Levy (CIL) by way of a Charging Schedule.
- 7.3.2 The types of infrastructure that developments may be required to provide contributions to include, but are not limited to: a) Utilities and waste (where the provision does not fall within the utility providers’ legislative obligations); b) Flood prevention and sustainable drainage measures; c) Transport; d) Community Infrastructure (such as health, education, libraries, public realm); e) Green Infrastructure (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity); f) Climate change and energy initiatives through allowable solutions; and g) affordable housing.

- 7.3.3 Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions.
- 7.3.4 Policy F1 Car Parking – All development proposals will be required to provide car parking and servicing space in accordance with the parking standards adopted by the Council. The parking standards require 2 off street car parking spaces for 2/3 bed houses and 3 off street spaces for 4+ bed houses. Secure storage should also be provided for 2 bicycles on 2/3 bed units and on 4+ bed units provision for 4 bicycles should be made.
- 7.3.5 Policy G4 Protected Open Land – There is a presumption against inappropriate development on Protected Open Land. Planning permission will only be permitted where: a) It is required for the purposes of agriculture; b) Uses are appropriate to a rural area; or c) It involves the re-use of existing buildings.
- 7.3.6 Policy G7 Green Infrastructure – Existing Provision. Development Proposals should seek to protect and enhance the existing Green infrastructure. Development that involves the loss of Green Infrastructure will not be permitted unless: a) Alternative provision of similar and/or better facilities for the community will be implemented on another site or within the locality; b) It can be demonstrated that the retention of the site is not required to satisfy a recreational need in the local area; and c) The development would not detrimentally affect the amenity value and nature conservation value of the site.
- 7.3.7 Policy G10 Green Infrastructure Provision in Residential Developments – All new residential development will be required to provide sufficient Green Infrastructure to meet the recreational needs of the development in line requirements of the local plan. Green Infrastructure will normally be provided on-site, although off-site provision may be allowed at the Council's discretion and delivered via developer contributions.
- 7.3.8 Residential developments will normally be required to meet the needs for equipped children's play areas generated by the development on site, either as an integral part of the design or through the payment of contributions which will be used to install or upgrade play facilities in the vicinity of the proposed development.
- 7.3.9 Policy G11 Playing Pitch Provision – All new residential development will be required to provide playing pitches in the borough, at a standard provision of 1.14 ha per 1000 population. Contributions will also be sought to fund or improve associated facilities (eg. changing rooms).
- 7.3.10 Policy G13 Trees, Woodlands and Development – There will be a presumption in favour of the retention and enhancement of existing trees, woodlands and hedgerow cover on site. Where there is an unavoidable loss of trees on site, replacement trees will be required to be planted on site where appropriate at a rate of two new trees for each tree lost. Appropriate management measures will be required to be implemented to protect newly planted and existing trees, woodlands and hedgerows.
- 7.3.11 Policy G16 Biodiversity and Nature Conservation – The borough's biodiversity and ecological network resources will be protected conserved and enhanced. The level of protection will be commensurate with the site's status and proposals will be assessed having regard to the site's importance and the contribution it makes to the wider ecological network.
- 7.3.12 Policy G17 Design Criteria for New Development – Planning permission will be granted for new development provided a) the proposal does not have a detrimental impact on adjoining properties or the street scene; b) the layout and design are of a

high quality; c) the development would not prejudice highway or pedestrian safety; d) the proposal would not have a detrimental impact on landscape features.

- 7.3.13 Policy H1 Protection of Health, Education and Other Community Services and Facilities – Proposals should ensure appropriate health, cultural, recreational, sport and education facilities are provided in the surrounding area through CIL and/or developer contributions. Development proposing the loss of community facilities will only be permitted where it can be demonstrated that the use no longer serves the needs of the community in which it is located.

7.4 Site Allocations

- 7.4.1 Turning to the relevant development plan policy site allocations, the two sites subject to this planning application have separate allocations on the South Ribble Local Plan Policy Proposals map. The site of the residential element of the scheme is subject to Policy G4 – Protected Open Land, whilst the site of the Community Centre element is allocated as G7 – Green Infrastructure.
- 7.4.2 Policy G4 of the South Ribble Local Plan allocates the Daub Hall Lane site on which the residential proposal has been submitted as Protected Open Land. Therefore the residential component of this proposal is clearly contrary to the adopted development plan and as such should be resisted unless other material considerations that outweigh the harm that would be caused can be demonstrated that justify the Local Planning Authority relaxing its planning policies. With this in mind external legal advice has been sought in relation to the validity of the reasons put forward by the applicant to justify the departure from the adopted development plan. The advice which has been received from independent Counsel is that the justification of a financial payment towards the cost of a new community centre is a material consideration that the Local Planning Authority needs to have regard to in deciding the planning application. The applicant was asked to seek the advice of a leading Counsel to provide the Council with the comfort that it would not be leaving itself open to challenge approving the proposal and this advice concurs with the legal opinion provided to the Council.
- 7.4.3 The applicant's advice from leading Counsel and the advice provided by Counsel to the Local Planning Authority in relation to the proposed development are contained as an addendum to this report.
- 7.4.4 In relation to the site of the Community Centre site this is allocated as G7 - Green Infrastructure on the Local Plan Policies Map. With the community centre providing changing facilities to support the use of the playing pitches and being a replacement facility of the existing structure, it is considered that such a building is policy compliant as it is an ancillary function that allows the community to use the adjoining sports pitches on site.
- 7.4.5 In policy terms whilst the community centre element of the proposal can be seen to be broadly policy compliant, the release of the land on Daub Hall Lane for the residential development of 75 dwellings is clearly contrary planning policy. To justify the proposal the applicants are proposing to use £1.2m generated from the land sale for the residential development as a donation towards providing a new community centre to replace the existing facility and as stated above legal opinion supports the applicants stance that the two sites are realistically connected and form a composite application and therefore the financial contribution towards the provision of a new community centre is a material consideration which needs to be weighed in the balance of making a decision on the proposal. Effectively, without the residential development the replacement community centre will not be constructed as the funds will not exist to pay for it. The residential element is therefore being justified on the

basis of providing a monetary contribution towards the new community centre. Assuming this argument were to be accepted then there needs to be a mechanism for securing the delivery of the community centre and that would be by way of a S.106 agreement.

7.5 Agricultural Land Classification

- 7.5.1 The Daub Hall Lane site is currently used as pasture for grazing. The land itself is classified as Grade 3a agricultural land and is therefore afforded protection under Policy 31 of the Core Strategy which seeks to protect the best and most versatile agricultural land from development which would cause irreversible damage. In this case, developing the site for residential purposes would be contrary to Policy 31 of the Core Strategy and in the absence of any supporting evidence to justify why the land should be released except for the cross funding of the community centre it is considered that there is insufficient justification to satisfy this policy consideration and justify a departure from planning policy contained in the Core Strategy.

7.6 Affordable Housing Provision

- 7.6.1 The applicants have submitted a viability appraisal in support of their application. The applicants are not proposing to provide any affordable housing on site or make an off-site contribution which is contrary to Policy 7 of the Central Lancashire Core Strategy. The justification for this is based around the viability of the proposal once the £1.2m has been made towards the replacement community centre. Whilst, this site is not designated as Greenbelt it is allocated as G4 – Protected Open Land in the South Ribble Local Plan and as such it would normally be treated as a rural exception site in terms of making the case for its release for residential development. However, in this case the applicants are basing their justification to release the land on the back of the community benefits which will be realised by the provision of a new community centre. Given that no affordable housing provision is proposed as part of this application the residential element of the proposal fails to satisfy the requirements of Policy 7 of the Core Strategy and is also contrary to Policy G4 of the South Ribble Local Plan, but this needs to be weighed against the community benefits that a new community centre will deliver.

7.7 Financial Contributions

- 7.7.1 The £1.2m contribution towards the community centre is being made at the expense of the usual policy requirement for affordable housing which has been subject to a rigorous examination at public inquiry and been found to be a sound policy by a Government appointed Inspector. The provision of a new Community Centre on the other hand is not a planning policy requirement of the adopted development plan and therefore has not been subject to the same level of scrutiny or public consultation that the affordable housing policy has. Whilst, clearly many in the local community want to see a new community centre to replace the existing facility there are significant differences in opinions about how this should be funded as well as the facilities that it should provide.
- 7.7.2 Should members be minded to grant approval then the issue of the mechanism for delivering the Community Centre needs to be carefully considered. Currently, the proposal is for a sum of £1.2m to be paid by the developer of the residential element (Rowland Homes) directly to the Council who will then release funds as the community centre build progresses. If Members were minded to grant permission then careful consideration would have to be given to the wording of any section 106 agreement to ensure that the delivery the community centre would be as likely as possible.

7.7.3 The proposal includes for a Community Infrastructure Levy payment of £743,005.32, in accordance with the Council's Regulation 123 list for the residential element of the scheme. However, the proposal does not include any provision for affordable housing with the residential development being 100% market housing. There are six true bungalows and three dormer bungalows included along the Daub Hall Lane frontage of the residential proposal, with the remainder of the site consisting of two storey dwellings.

7.8 Openness

7.8.1 Protected Open Land impact consideration is not limited to visual impact but also 'openness'. The justification of Policy G4 in the South Ribble Local Plan confirms Protected Open Land sites are present on the edge of five settlements within the Borough and they fulfil a key role in the character, appearance and openness of these settlements, and are worthy of protection in their own right. The proposed residential element, whilst including a green buffer along the western boundary, would result in significant encroachment into the Protected Open Land and would result in a significant loss of openness. The fundamental aim of Protected Open Land policy is to prevent urban sprawl. The proposed residential development would result in the near total loss of Protected Open Land adjacent to the settlement of Gregson Lane and would extend the settlement boundary beyond its current line. In the planning balance, substantial adverse weight should be given to the identified total harm to the openness of the Protected Open Land and its purpose.

7.9 Character and Appearance

7.9.1 It is not asserted by the applicant that the proposed development of the area of Protected Open Land would result in 'visual improvement' nor does there appear to be a case for such an argument to exist. The proposal would result in an open field, with prominent frontages onto Daub Hall Lane and Gregson Lane, being developed with 75 dwellings and associated infrastructure. The site currently attributes to the semi-rural character of the area, beyond the periphery of settlement boundary of Gregson Lane. The proposed development would substantially alter appearance of the site from an agricultural field to a modern residential estate. Replacement hedge planting and comprehensive landscaping would help to reduce the harm but in no way would mitigate the adverse impact the development would have on the character and appearance of the area. Furthermore, the development of the field site would alter the character of the locality by having an overall urbanising effect to the detriment of the semi-rural surroundings.

7.9.1 The proposed house types along Daub Hall Lane facing the bungalows on the opposite side consist of 4 semi-detached bungalows with a ridge height of 6.055m, dormer bungalows with a ridge height of 6.720m are situated on either side of the entrance to the site and detached bungalows at Plots 7 & 8 have a ridge height of 5.440m. Adjacent No. 13 Daub Hill Lane are three detached 2 storey properties with ridge heights of 7.469m, 7.911m and 8.267m respectively. On the Gregson Lane frontage four detached two storey dwellings are proposed on Plots 72 to 75 with ridge heights ranging from 7.905m to 8.261m.

7.9.2 Boundary treatments around the residential development are considered acceptable with screen brick walls being incorporated into the public facing areas and timber 1.8m fencing being used to delineate plot boundaries between gardens in areas not visible from the public highway.

7.10 Parking

- 7.10.1 The integral garage sizes on house types Bowes, Hatton, Victoria, Belgrave, Holbrook, Aroncroft are substandard being 2.4m x 4.89m, 2.4m x 4.85m, 2.4m x 4.9m, 2.5m x 5m, 2.5m x 5.3m, 2.4m x 5m respectively. The recent appeal decision at Olive farm found in favour of the Committee's stance in relation to garage sizes and given this recent appeal decision it would be inconsistent to accept garages of these dimensions as they fall below the standard set out in Lancashire Structure Plan and therefore cannot be counted as useable car parking spaces.
- 7.10.2 Off street car parking has however been provided at the rate specified in the Lancashire Structure plan in line with the requirements of LCC Highways. Driveways on the 4 bedroom properties have also been widened to provide 3 off street parking spaces in line with Local Plan parking standards. Therefore whilst some of the garages do not meet the standard for useable car parking spaces the overall layout allows for off street car parking in line with the parking standards set out in the South Ribble Local Plan Appendix 4 and therefore this accords with Policy F1 – Parking Standards of the Local Plan.
- 7.10.3 The residential site layout has been altered internally to take account of shortfalls in relation to privacy distances and the layout now meets the minimum standards set out in the Residential Extension Supplementary Planning Document.
- 7.10.4 The hedgerow fronting Daub Hall Lane is proposed to be removed as part of the proposal. Currently, the hedgerow is situated at the back of the highway as there is no footpath on this side of Daub Hill Lane. As part of the proposals a 2 metre wide footpath is proposed to be constructed on the western side of the road and this will entail the removal of the existing hedgerow. The applicant is however, intending to plant a new hedgerow along this frontage behind the back of the new footway to replace the hedge proposed for removal. The new hedgerow will incorporate site lines at the point of the access road into the residential site, which will incorporate feature pillars at the entrance.

7.11 Drainage

- 7.11.1 An area of green space incorporating a wild flower meadow is included as part of the residential proposals along the western boundary of the site. This will also incorporate an attenuation basin as part of the SuDs scheme as well as a pumping station. The proposal at present has limited ecological value, but this could be significantly improved to provide an ecological and biodiversity gain. This could be achieved via the imposition of an appropriate condition to agree details.
- 7.11.2 Concern has been expressed by local residents and the Lead Local Flood Authority in relation to the management of surface water drainage and the potential for water run-off. As a result the LLFA are currently raising an objection to the proposals due to a lack of information to demonstrate that the development will not cause flooding problems in the locality. The applicants have been made aware of this and are seeking to address these concerns. However, at the time of writing the additional information requested by the LLFA has not been produced and therefore at present the proposals conflict with para 103 of the NPPF and Policy 29 of the Central Lancashire Core Strategy.

7.12 Issues Relating to the Replacement Community Centre

- 7.12.1 The proposal involves the loss of trees from the site of the new community centre and concern has been expressed in relation to this by the Council's arbourist. It is considered that whilst the value of the trees to be removed is limited in amenity terms these will need to be replaced on a two for one basis to compensate for the loss.

Again this could be dealt with via an appropriately worded condition to include for an appropriate tree planting and replacement scheme.

- 7.12.2 Concerns have been raised in relation to flying cricket balls and reference has been made by the ECB to the East Moen case. However, in this instance this proposal involves the replacement of a community centre with a new facility as opposed to a cricket square and clubhouse, therefore as the cricket square and pitch are not moving and the community centre is no closer than the existing facility it would be difficult to argue that there is any more danger associated with the proposed new facility than the existing facilities in terms of danger from being hit by cricket balls. Therefore it would be inappropriate to impose planning conditions requiring the upgrading of netting around the perimeter of the cricket pitch as this does not form part of this planning application. Clearly, the cricket club need to be aware of their responsibilities from a health and safety point of view and need to ensure public safety, but it is not the function of the planning system to replicate the requirements of other legislation, especially when this does not relate to the specific development applied for.
- 7.12.3 The increased size and potential intensification of use of the new community centre has been raised as a concern by objectors who are concerned in relation to the intensification of the use and the detrimental impact this will have on the amenities of local residents especially those that back onto the site. Officers have sought to clarify however the community centre will operate, so that the current level of activity can be measured against projected future use. Currently, the existing community centre is licensed to open Monday to Wednesday 08.00 to 11.00pm, Thursday 08.00 to 11.30pm Friday and Saturday 08.00 - till 1.00am and Sunday 08.00 to Midnight. There are currently no planning restrictions attached to the existing community centre.
- 7.12.4 At present, most of the current user groups during the week are regular users such as Mums and Toddler group in 2 mornings a week (Wednesday and Thursday), WI rainbows, brownies, dog club, dodge ball, Friday group. The centre is also used for committee meetings on a Monday or a Thursday a minimum once a month and groups who use the centre in an evening normally are only in the centre till around 10pm during the week. The cricket club use the centre on a Saturday until around 6-7pm during cricket season and there is a regular user group who hire the centre every Sunday from 10am till 1pm. The centre is also an election venue and has been used by SRBC for area committee meetings and other events. The football pitches are currently hired by Gregson Lane Junior football club at present with 4 teams using the pitches as a home venue.
- 7.12.5 Hirers at present include repeat occasional users who hire the centre usually during the day at a weekend for a young children's birthday parties, meetings or for a fundraising events such coffee mornings or the like for a charity such as Macmillan, cystic fibrosis. There are also occasional users for a Friday or Saturday or Sunday day/ evening.
- 7.12.6 The centre currently holds around one fundraising event a month for about 10 months a year including 3 large community events which are held in May, August and November. The events planned for this year are a family bingo, fashion show, Come Wine with Me and a Lancashire night. These are usually on a Thursday or Friday evening. The centre hosts 3 big community events a year the beer and music festival which is over 3 days on the bank holiday weekend in May (25th 26th 27th), Friday it opens to the public 7pm till 11pm, Saturday 2pm till 11.30 and Sunday 2pm till 10.30pm. The Gala day in August runs during the day 12 till around 4.30pm and the bonfire night runs from 6pm till around 9pm at the latest.

- 7.12.7 The Gregson Green Charity Trustees consider that there is no need to vary the hours of current usage in respect of the new Centre and external areas. It is asserted that no complaints have been notified to Trustees in respect of noise problems in recent years and the new building will have superior noise insulation. The new centre will not have a permanent bar and so a mobile bar will be required to be set up, as is the current the situation in the existing venue. It is alleged that most of the current use (88%) is by specific user groups who have their own activities. The applicant states that the improved facilities will be available for hire by the community, should they wish to use the centre for their family celebrations or the like, but these events will be irregular, rather than weekly events.
- 7.12.8 It is suggested that the main increase in use will be focused upon attracting groups /people to hire the centre during the day especially on a Monday or Tuesday, this is a potential avenue for an increase in occasional hire or even regular hire. For example, maybe a yoga or exercise class for the over 50's or as a facility for activities for members of the community who are disabled or require access to disabled toilets and shower facilities. Activities that provide a wider range of activities for the local residents. Thus the main source of income will be as currently from lettings with the supplement of monies raised at community events. The Trustees have also had discussion with HFT Lancashire who want to hire local venues, with full disabled facilities for weekly recreational activities for the disabled people they support and they have said they would be very likely to use the new centre on a regular basis.
- 7.12.9 Clearly, the new community does have the potential to have a greater impact on the amenities of nearby residents if its use intensifies significantly over and above the existing level of use. Whilst, the Gregson Green Charity are not envisaging a significant increase in activities they will clearly have a more attractive facility which is likely to attract additional users. Of particular, concern is late night noise and activity that might be generated if the facility was let out on a regular basis for parties, weddings etc; It would therefore seem reasonable to impose an hours of use condition were planning permission to be granted to safeguard the amenities of nearby residents.
- 7.12.10 Car parking has also been raised as an issue by objectors, however the Highway Authority are satisfied with the provision made and the 40 spaces provided accords with Policy F1 of the South Ribble Local Plan.

7.13 Viability Appraisal

- 7.13.3 A financial viability report has been submitted in support of the application. The report has been independently assessed by the Council's external viability consultants, Keppie Massie. The report was commissioned to demonstrate that the scheme could not afford to meet all of the planning policy asks of the development plan, if it was to fund the community centre. In particular, the proposal does not include any provision for affordable housing which is a planning policy requirement under Policy 7 of the Central Lancashire Core Strategy.
- 7.13.4 However, the applicants have been clear from the outset that they wish the scheme to be considered as a whole on its planning merits and that the funding of the community centre from the landowner profit should be a material planning consideration in the decision making process. As previously outlined Counsel for both the applicants and the Local Planning Authority have advised that this is a reasonable approach to take given the proximity of the sites and the financial interdependency in terms of determining the proposal. However, whilst a new community centre may be desirable it is considered that the provision of 75 market houses to fund the community centre development does not justify the harm that will cause by the residential scheme. It is also worthy of note that the uplift in value of the Daub Hall

Lane site from agricultural to residential will result in a tenfold increase in landowners return even allowing for the £1.2m donation towards the new community centre. Clearly, there is an acceptance that for land to be released for development that it needs to be financially advantageous to the current landowner, however given this is protected open land with limited hope value as a result, this represents a significant uplift in the return on the site even allowing for the donation to the community centre project.

7.13.5 In addition, the Council's viability consultants have raised some concerns in relation to the cost of the community centre and felt that a figure of £1.8m might be required to cover the cost of the build and fit out. At present, as the contract for the community centre has not been put out to tender there are only estimated costs available and this raises further concerns in relation to the deliverability of the project if the donation does not cover the full costs of the replacement community centre.

7.14 Planning Balance

7.14.3 Due to the detailed and complex arguments associated with this application, the harm and benefits are summarised below. Due weight can then be applied by the members to the pros and cons in the decision making process to determine if material circumstances have been demonstrated in this case to depart from the policy designation of the Daub Hall Lane site.

7.14.4 Material Considerations Weighing in Favour include:

- i) Financial contribution would aid in the delivery of a modern, purpose built, replacement community centre;
- ii) Improved community facilities
- iii) Provision of 6 true bungalows and 3 dormer bungalows.
- iv) CIL contribution of £743,005.32

7.14.5 Material Considerations Weighing Against include:

- i) Detrimental impact loss of 'Protected Open Land' would have on the character, appearance and openness of the area;
- ii) No affordable housing provision;
- iii) Loss of Grade 3a agricultural land

8 RECOMMENDATION

8.12 Having regard to the development plan allocation and policies then the proposal is clearly contrary to its provisions. Therefore we need to consider if other material considerations are relevant and whether their merits outweigh those of the statutory development plan. Whilst, a new and improved community facility may be desirable in its own right, we need to weigh this against the harm of allowing 75 new houses on protected open land.

8.13 The issues are finely balanced, with strong feelings being expressed on both sides of the argument, in relation to the planning merits of the scheme, it is felt that on balance the harm of providing 75 open market dwellings on protected open countryside is not offset by the benefits that may be realised by a new community centre. It is therefore considered that having regard to the development plan and all other material planning considerations that the provision of a financial contribution towards a new community facility does not outweigh the harm that would be caused by allowing the proposal. Therefore, having regard to the adopted development plan officers consider that on balance the planning policy considerations outweigh any other materials in this

particular instance. Having regard to this conclusion it is therefore considered that that the proposal should be resisted and the application is therefore recommended for REFUSAL for the following reasons.

RECOMMENDATION:

Refusal.

REASONS FOR REFUSAL:

1. The proposed residential element of the proposal constitutes inappropriate development in an area of Protected Open Land. As such the proposal is contrary to Policy G4 of the South Ribble Local Plan 2012-2026.
2. The proposed residential element of the proposal would introduce development into open grass fields and would result in an unacceptable detrimental impact on the character, appearance and openness of the area Protected Open Land. As such the proposal is contrary to Policy G4 of the South Ribble Local Plan 2012-2026.
3. The proposal fails to make any provision for affordable housing which is contrary to Policy 7 of the Central Lancashire Core Strategy, which aims to provide a balanced, mixed and inclusive housing offer that caters for all housing needs. The provision of funding for a community centre at the expense of affordable housing provision has not been justified.
4. The Daub Hall Lane site is designated as Grade 3a Agricultural land and as such is protected from development which will cause irreversible harm which clearly outweighs the benefit that the proposed development would bring in terms of the delivery of a new community centre. The proposal is therefore contrary to provisions of Policy 31 of the Central Lancashire Core Strategy which seeks to protect high quality and versatile agricultural land from inappropriate development.
5. The material benefits associated with the proposed community centre do not outweigh the harms identified in Reasons 1, 2, 3 and 4 and do not outweigh the development plan policies identified in those reasons.
6. The proposal is contrary to Policy 29 of the Central Lancashire Core Strategy as the applicant has failed to demonstrate that the risk of flooding will be managed adequately in accordance with the requirements of the National Planning Policy Framework.

RELEVANT POLICY

NPPF National Planning Policy Framework

- 1 Locating Growth (Core Strategy Policy)**
- 4 Housing Delivery (Core Strategy Policy)**
- 5 Housing Density (Core Strategy Policy)**
- 6 Housing Quality (Core Strategy Policy)**

- 7 Affordable and Special Needs Housing (Core Strategy Policy)**
- 17 Design of New Buildings (Core Strategy Policy)**
- 24 Sport and Recreation**
- 25 Community Facilities (Core Strategy Policy)**
- 26 Crime and Community Safety (Core Strategy Policy)**
- 27 Sustainable Resources and New Developments (Core Strategy Policy)**
- 29 Water Management (Core Strategy Policy)**
- 31 Agricultural Land (Core Strategy Policy)**
- POLA1 Policy A1 Developer Contributions**
- POLF1 Car Parking**
- POLG4 Protected Open Land**
- POLG7 Green Infrastructure Existing Provision**
- POLG10 Green Infrastructure Provision in Residential Developments**
- POLG11 Playing Pitch Provision**
- POLG13 Trees, Woodlands and Development**
- POLG16 Biodiversity and Nature Conservation**
- POLG17 Design Criteria for New Development**
- POLH1 Protection of Health, Education and Other Community Services and Facilities**
- SPD Open Space and Playing pitch**
- SPD3 Rural Development (Supplementary Planning Documents)**
- SPD5 Design Guide (Supplementary Planning Documents)**

Note:
