

Application Number 07/2018/5820/OUT

Address Land At 448 Croston Road
Farington Moss
Leyland
Lancashire
PR26 6PJ

Applicant Mr & Mrs Mark and Denise Chamberlain

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Hollandia
Greta Urswick
Ulverston
LA12 OSP

Development Outline application for residential development of
12no. dwellings with all matters reserved

Officer Recommendation **Refusal**
Officer Name **Mr Chris Sowerby**

Date application valid 25.10.2018
Target Determination Date 24.01.2019
Extension of Time -



1. REPORT SUMMARY

1.1 The application seeks outline planning permission, with all matters reserved, for a residential development up to 12 dwellings following the demolition of 454 Croston Road and outbuildings. A site layout and elevational plans provided are only for indicative purposes.

1.2 The site is allocated as part of a 'Major Site for Development' ('Site W') under Policy C3 of the South Ribble Local Plan. The approved Masterplans for 'Site W' sets out the broad principles for development of the site, with the intention of ensuring that the site is not developed in a piecemeal fashion. The proposal would result in a standalone development that would be poorly integrated into the wider site, contrary to the requirements of Policy C3 of the South Ribble Local Plan.

1.3 Due to the elongated shape of the site to the rear of 448 Croston Road, and the need to provide access from the spine road to serve the dwellings, there would be limited space to site dwellings together with off-street parking and private amenity space. Even by locating parking to the side of dwellings and providing the majority area of private amenity space to the side, minimal areas of garden space would remain to the rear (the submitted indicative site layout plan shows rear garden depths ranging from 1m to 6m for Plots 2-6). The restricted width of the section of the site located behind 448 Croston Road, which ranges from 10m to 38m but with the majority circa 20m, would result in any wholesale development of the site in isolation of the remainder of the wider area consented in outline appearing 'shoehorned in'. This would be further compounded when the policy requirement for an area of 0.06 Public Open Space on-site and amendments to the indicative site layout plan to address the deficiencies in terms of off-street parking and footpath provision identified by County Highways are factored in.

1.4 Whilst the application is in outline with all matters reserved, and applies for a 'up to 12 dwellings', it has not been demonstrated that a wholesale residential development can be accommodated on the site without having a detrimental impact on the character and appearance of the area.

1.5 County Highways also highlight that the only conceivable access to serve a standalone development on the site from the spine road would not be acceptable on safety grounds due to it being within 10 metres of an approved junction within the Miller Homes development to the south.

1.6 The applicant has been invited to submit the necessary paperwork in order to apply for the matters of 'Access' and 'Layout' to provide them with the opportunity to demonstrate that a wholesale residential development can be acceptably accommodated on the site in isolation of the remainder 'Site W' and acceptable access details can be provided within the site in isolation of the remainder 'Site W', however no response has been received.

1.7 Whilst The application site forms part of a wider area of land that the Council wishes to see come forward for residential development having being allocated for such development in Policy C3: Land between Heatherleigh and Moss Lane, Farington ('Major Site for Development) in the South Ribble Local Plan, the whole scale development of this site in isolation of the remainder 'Site W' would be contrary to para. 109 of the NPPF, Policy 17 of the Core Strategy and Policies C3 and G17 of the South Ribble Local Plan. The application is therefore recommended for refusal.

2. APPLICATION SITE AND SURROUNDING AREA

2.1 The application relates to a 0.73 hectare parcel of land which is predominantly overgrown paddocks together with a section of the private rear garden of 448 Croston Road. The site, which is narrow but with a wide frontage onto Croston Road, abuts agricultural fields to the

north with a residential development under construction to west and south. Established residential properties are present along Croston Road to the east.

2.2 The site is allocated as part of a 'Major Site for Development' ('Site W') under Policy C3 of the South Ribble Local Plan.

3. SITE HISTORY

3.1 At Planning Committee meetings in March 2013 and October 2013 two Masterplans, one relating to the northern section of 'Site W' and one relating to the southern section of 'Site W', were adopted by the Council for development management purposes. The two Masterplans, which jointly cover the entirety of 'Site W', supports the aims and objectives of the Central Lancashire Core Strategy and South Ribble Site Local Plan in that they propose a comprehensive development for the whole site. Key to the Masterplan was the securing of a spine road through the site from Heatherleigh to the Flensburg Way (A582)/Penwortham Way roundabout to alleviate traffic along Croston Road.

3.2 In August 2013 outline planning permission (07/2012/0627/ORM) was granted for up to 350 dwellings between Heatherleigh and Bannister Lane with the site subject to the current application located roughly centrally within this wider outline permission.

3.3 In March 2016 a Reserved Matters application (07/2015/1726/REM) for 175 dwellings was approved on approximately half of the land subject to outline planning permission 07/2012/0627/ORM. This site, which is currently being developed, includes a section of the spine road from Heatherleigh to the southern boundary of the application currently under consideration.

4. PROPOSAL

4.1 The application seeks outline planning permission, with all matters reserved, for a residential development up to 12 dwellings following the demolition of 454 Croston Road and outbuildings.

4.2 A site layout and elevational plans provided are only for indicative purposes.

4.3 The indicative layout plan details 4 detached properties fronting Croston Road in the space between 448 and 458 Croston Road. A further dormer bungalow is shown setback abutting 4 Orchard Mews. A line of 7 detached and semi-detached properties are shown behind 448 Croston Road running the length of the site with a section of the spine road dissecting the site along a north/south line. Access to serve all the properties is shown as being taken directly from the section of the spine road which would run through the site.

4.4 The application is accompanied by a Design and Access Statement, Tree Method Statement, Flood Risk Standing Advice and an Ecology Report.

5. REPRESENTATIONS

5.1 No letters of representation have been received in relation to the proposal.

6. CONSULTATION REPLIES

County Highways have raised concern with the principle of the proposed development on the site only, with all matters reserved due to site specific constraints. A request has since been made to the agent for the matters of 'Access' and 'Layout' to be applied for to allow the details of these matters to be formally considered as part of this outline application. However the paperwork required to make this change has not been forthcoming.

The site access points from the proposed section of that dissects the site, as shown on the indicative layout plan, is the only conceivable access. The access from the spine road to the eastern cul-de-sac spur indicatively shown would however be within 10m of an access from the spine road to a consented cul-de-sac spur serving 8 dwellings on the residential development under construction immediately to the south. County Highways comment that the distance between these two adjacent junctions would not be acceptable on safety grounds. Given the limited width of the site there is not scope to locate the access to serve the dwellings from the spine road further from the junction immediately to the south.

Other issues identified by County Highways on the submitted indicative site layout plan include a shortfall on service verges, a buffer between the kerb line of the proposed access to fence and site boundaries, restricted manoeuvring space for Plot 6 and substandard external car parking space dimensions on some plots. Whilst when such deficiencies are normally shown on an indicative site layout plan it is left for consideration at the Reserved Matters stage, given the restricted width of the site there are concerns that the required standards can physically be achieved.

Environmental Health have raised no objections to the proposal, recommending conditions relating to dust management, wheel washing facilities for construction traffic, hours of construction, land contamination, drainage and electric vehicle recharge points and waste receptacles.

United Utilities have raised no objections to the proposal, recommending conditions relating to foul and surface water drainage details.

The **Local Lead Flood Authority (LCC)** have not submitted any comments at the time that this report was written.

Ecology have raised no objections to the proposal recommending conditions relating to work restrictions during bird nesting season and the securing of biodiversity enhancement measures.

The **County School Planning Team** has highlighted the need for the scheme to provide a financial contribution to provide education places. This is however covered by the Community Infrastructure Levy charging schedule.

7. MATERIAL CONSIDERATIONS

7.1 Masterplans

7.1.1 The approved Masterplans for 'Site W' sets out the following broad principles for development:

- An informal layout
- Pockets of greenspace with retention of existing trees and hedgerows where possible
- Landscaped buffering present throughout the developments
- Pedestrian and cycle links between the development parcels
- The inclusion of a north-south spine road with numerous secondary roads and cul-de-sacs leading from it
- The provision of a 'green link' for pedestrians and cycles running the full length (north-south) of the site
- Following of existing building lines and form along the boundaries with Croston Road and Bannister Lane
- The elevations of the properties fronting Heatherleigh to be designed to a high standard to provide an 'arrival frontage'

Policy Considerations

7.2 i) NPPF

7.2.1 The NPPF promotes a presumption in favour of sustainable development and supports sustainable economic development to deliver, amongst other things, homes. The site, which is within the settlement of Leyland, has good public transport links, is considered to be within a sustainable location.

7.3 ii) Core Strategy Policy Considerations

7.3.1 Policy 1 of the Core Strategy is entitled 'Locating Growth' and encourages the focussing of growth and investment in the Key Service Centres of Chorley and Leyland and the other main urban areas in South Ribble.

7.3.2 Policy 4: Housing Delivery seeks to ensure that sufficient housing land is identified over the 2010-2026 period.

7.3.3 Policy 5 of the Core Strategy covers Housing Density and states:

"The authorities will secure densities of development which are in keeping with local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area, consideration will also be given to making efficient use of land."

7.3.4 Policy 6 of the Core Strategy covers Housing Quality and aims at improving the quality of housing. This is assessed in the following sections of the report.

7.3.5 Policy 17: Design of New Buildings expects the design and new buildings to take account of the character and appearance of the local area and effectively mirrors Policy G17 in the South Ribble Local Plan.

7.4 iii) South Ribble Local Plan

7.4.1 The application site forms part of a wider area of land that the Council wishes to see come forward for residential development having being allocated for such development in Policy C3: Land between Heatherleigh and Moss Lane, Farington ('Major Site for Development) in the South Ribble Local Plan.

7.4.2 Policy C3 intends to ensure that 'Site W' is not developed in a piecemeal fashion. The Policy also promotes the delivery of the residential development on the site subject to the following criteria being met:

"a) an agreed Masterplan for the comprehensive development of the site, to include the provision of residential development with scope for community and leisure facilities if required by the Council within the plan period;

b) a phasing and infrastructure delivery schedule;

c) an agreed programme of implementation in accordance with the Masterplan and agreed design code."

7.4.3 This requirement is intended to ensure that the site is not developed in a piecemeal fashion and also to promote sustainable forms of transport and aid social inclusion by ensuring that the occupants of all properties are able to access the services and facilities that will be provided on the wider site.

7.4.4 The combined Masterplans for the northern and southern sections of 'Site W' provide a comprehensive Masterplan for the development of the whole site.

7.4.5 Whilst an Indicative Phasing Plan and Design Code for development have been submitted for consideration as part of this application the proposal remains contrary to the requirements of Policy C3 in that the application would result in a standalone development that would be poorly integrated into the wider site. No sustainable access links are indicated to the north or south, with the elongated shape of the site constraining the ability for such links to be provided. Consequently the proposed development would result in piecemeal development which would not integrate well with the wider proposal for the comprehensive development of 'Site W' contrary to the requirements of Policy C3 of the South Ribble Local Plan.

7.5 iv) Open Space

7.5.1 As the site accounts for 5% of the site area subject to the wider outline planning permission (07/2012/0627/ORM) a proportionate amount of the 1.2 hectares on the wider site would be required to be provided on-site (i.e. a need for 0.06 hectares of Public Open Space on-site). Although the submitted site layout plan is only indicative, no provision of on-site public open space has been indicated.

7.6 v) Affordable Housing

7.6.1 As the proposed development would result in a net gain of less than 15 dwellings there is no policy requirement for affordable housing provision.

7.7 vi) CIL

7.7.1 The Community Infrastructure Levy was adopted by the Council on 24th July 2013 and became effective on the 1st September 2013. The required monies, which the CIL charging schedule details is £65/m² of floor space (multiplied by the BCIS Index Figure for the current year), would contribute to infrastructure requirements contained within the Regulation 123 list.

7.8 Character / Appearance

7.8.1 Policy G17 of the South Ribble Local Plan, amongst other things, requires development to be well related to neighbouring buildings and the locality in terms of its size, scale and intensity (plot coverage) and Policy 17 of the Core Strategy expects new buildings to *"take account of the character and appearance of the local area"*.

7.8.2 Whilst the applicant is seeking to obtain planning permission with all matters reserved, the submitted indicative site layout plan raising a number of concerns in regards to potential overdevelopment of the site, garden sizes for plots and separation distances from the rear elevations of dwellings to boundaries.

7.8.3 Along the site frontage onto Croston Road Plots 450, 458, 454 and 456, as indicatively shown, have limited rear garden areas (with depths of 6m) with a dormer bungalow shown to the rear (Plot 1).

7.8.4 Due to the elongated shape of the site to the rear of 448 Croston Road, and the need to provide access from the spine road to serve the dwellings, there would be limited space to site dwellings together with off-street parking and private amenity space. Even by locating parking to the side of dwellings and providing the majority area of private amenity space to the side, minimal areas of garden space would remain to the rear (the submitted indicative site layout plan shows rear garden depths ranging from 1m to 6m for Plots 2-6). Whilst there is no adopted guidance in relation to required garden sizes it is clear that the siting of dwellings within 1m to 6m of the site boundary could seriously inhibit the development of neighbouring land, with the land beyond to the north consented in outline for residential development. The restricted width of the section of the site located behind 448 Croston

Road, which ranges from 10m to 38m but with the majority circa 20m, would result in any wholesale development of the site in isolation of the remainder of the wider area consented in outline appearing 'shoehorned in'. This would be further compounded when the policy requirement for an area of 0.06 Public Open Space on-site and amendments to the indicative site layout plan to address the deficiencies in terms of off-street parking and footpath provision identified by County Highways are factored in.

7.8.5 The applicant has been invited to submit the necessary paperwork in order to apply for the matters of 'Access' and 'Layout' to provide them with the opportunity to demonstrate that a wholesale residential development can be acceptably accommodated on the site in isolation of the remainder 'Site W', however no response has been received.

7.8.6 Whilst the application is in outline with all matters reserved, and applies for a 'up to 12 dwellings', it has not been demonstrated that a wholesale residential development can be accommodated on the site without having a detrimental impact on the character and appearance of the area.

7.9 Relationship To Neighbours

7.9.1 As this application is in outline only it is not possible to assess the inter-relationships with neighbouring properties, this would be considered as part of the subsequent Reserved Matters application. However concerns expressed in the previous section of the report ('Character/Appearance') regarding any wholesale residential development of the site potentially appearing 'shoehorned in' would clearly also raise doubt as to the ability for the required minimum spatial separation distances to be achieved.

7.10 Highway Issues

7.10.1 The adopted Lancashire County Council Highways and Transport Masterplan considers how the level of development proposed in the sub-region can be accommodated without adversely affecting the functioning of the highway network, also indicated that access to the wider 'Site W' should be taken through the site.

7.10.2 The adopted Masterplans for 'Site W' identify a spine road to be provided from Heatherleigh to the A582/Penwortham Way roundabout, with numerous cul-de-sacs leading from it. The Masterplan for the southern section of 'Site W' highlights that vehicular access to serve the site would be provided at three points, one onto Heatherleigh (as constructed as part of the residential development immediately to the south), one via the spine road to the northern section of 'Site W' and a secondary access onto Croston Road immediately to the north of the application site (between 434 and 448 Croston Road). Consequently, whilst 'access' is not currently being applied for, the only conceivable access to serve the development would be from the section of the spine road that is to run through the site and not from Croston Road.

7.10.3 In regards to the accesses shown on the submitted illustrative site layout plan, these are the only conceivable access points to serve the site either side of the spine road, County Highways confirm that *"The proposed junction serving the majority of the site to the East of the main link road is located within 10 metres of an approved junction within the Miller Homes site. The distance between these two adjacent junctions would not be acceptable on safety grounds"*. The applicant has been invited to submit the necessary paperwork in order to apply for the matters of 'Access' and 'Layout' to provide them with the opportunity that demonstrate that acceptable access details can be provided within the site in isolation of the remainder 'Site W', however no response has been received. It has therefore not been demonstrated that there is the potential for a residential development on the site to be acceptably accessed in isolation of the remainder 'Site W'.

7.11 Tree Issues / Wildlife

7.11.1 No trees within the application site are or have been protected and no trees within the application site are worthy of such protection.

7.11.2 An Ecology Service submitted with the application concluded that there was no evidence of bats within the buildings to be demolished. Ecology have raised no objections to the proposal recommending conditions relating to work restrictions during bird nesting season and the securing of biodiversity enhancement measures.

7.12 Tilted Balance

7.12.1 Given the recent appeal decision letter in relation to 'Land off Brindle Road' (Bellway Homes) Ref: APP/F2360/W/18/3198822 the established position is that the Council is unable to demonstrate a 5 year housing supply. On that basis 'tilted balance' to be applied in which the balance is tilted in favour of sustainable development and granting of planning permission except where the benefits are 'significantly and demonstrably' outweighed by the adverse impacts or where specific policies in the NPPF indicate otherwise.

7.12.2 Whilst the granting of planning permission would approve the principle of 12 dwellings on this site it is important to consider that this site forms part of a wider area of land that already benefits from outline planning consent for residential development. Furthermore the development of this site in isolation would lead to significant harm to the character and appearance of the area and would lead to significant highway safety concerns. Overall it is concluded that the benefits of the proposed development would be outweighed by the significant harm of approving the scheme. Therefore the proposal would not constitute sustainable development. Accordingly, the development would be contrary to the development plan and the policies of the Framework when taken as a whole.

8. CONCLUSION

8.1 The proposal would result in a standalone development that would be poorly integrated into the wider site, contrary to the requirements of Policy C3 of the South Ribble Local Plan. Furthermore, whilst the application is in outline with all matters reserved, and applies for a 'up to 12 dwellings', it has not been demonstrated that a wholesale residential development can be accommodated on the site without having a detrimental impact on the character and appearance of the area. County Highways also highlight that the only conceivable access to serve a standalone development on the site would not be acceptable on safety grounds.

8.2 The applicant has been invited to submit the necessary paperwork in order to apply for the matters of 'Access' and 'Layout' to provide them with the opportunity to demonstrate that a wholesale residential development can be acceptably accommodated on the site in isolation of the remainder 'Site W' and acceptable access details can be provided within the site in isolation of the remainder 'Site W', however no response has been received.

8.3 For the above reasons, and those contained within the report, the proposal is contrary to para. 109 of the NPPF, Policy 17 of the Core Strategy and Policies C3 and G17 of the South Ribble Local Plan.

RECOMMENDATION:

Refusal.

REASONS FOR REFUSAL:

1. The proposed development would result in piecemeal development which would not integrate well with the wider proposal for the comprehensive development of 'Site W'.

The proposal is therefore contrary to the requirements of Policy C3 of the South Ribble Local Plan.

2. The submission fails to demonstrate that a residential development can be accommodated on the site without appearing 'shoe-horned in', to the detriment of the character and appearance of the area. The proposal is therefore contrary to Policy 17 of the Core Strategy and Policy G17 of the South Ribble Local Plan.
3. The submission fails to demonstrate that a residential development on the site can be accessed without resulting in an unacceptable impact on highway safety. The proposal is therefore contrary to para.109 of the NPPF and Policy G17 of the South Ribble Local Plan.

RELEVANT POLICY

NPPF National Planning Policy Framework

- 1 Locating Growth (Core Strategy Policy)**
- 3 Travel (Core Strategy Policy)**
- 4 Housing Delivery (Core Strategy Policy)**
- 5 Housing Density (Core Strategy Policy)**
- 6 Housing Quality (Core Strategy Policy)**
- 17 Design of New Buildings (Core Strategy Policy)**

POLC3 Land between Heatherleigh and Moss Lane, Farington Moss

POLG13 Trees, Woodlands and Development

POLG16 Biodiversity and Nature Conservation

POLG17 Design Criteria for New Development

Note:
