

Reporting to Planning Committee Meeting to be held on: 8th February 2018	Electoral Ward Affected Greyfriars Preston Rural North
Report submitted by: Director of Development	
Application Number: 06/2017/1252	

1 Summary

1.1 Connemara, Lightfoot Green Lane, Fulwood, Preston, Lancashire, PR4 0AP

53no. dwellings and associated works

Applicant Charles Church Lancashire

Agent N/A

Case Officer James Mercer

2 Decision recommended

Subject to a S106 obligation being secured providing for on-site affordable housing, contributions towards the East-West Link Road, a Community Infrastructure Levy (CIL) equivalent contribution to highway and sustainable transport improvement, a cycle link contribution and the provision of public open space, planning permission be granted subject to conditions addressing those matters listed in paragraph 2.1.

2.1 Conditions & Informatives

1. Approved plans
2. Three year time limit
3. Development to be carried out in accordance with previously approved surface water and foul drainage details
4. Development to be carried out in accordance with the Environmental Noise Study
5. Development to be carried out in accordance with previously approved ground investigation details
6. Development to be carried out in accordance with previously approved Construction Method Statement and Environmental Management Plan
7. Development carried out in accordance with the Ecological Phase 1 Survey Report
8. Development to be carried out in accordance with previously approved Sustainability Energy Report Statement
9. Retention of garages for keeping car(s)

3 Information

3.1 Location

The application relates to approximately 1.3 hectares of land, bound to the west by Lightfoot Green Lane, to the north by a playing field and the M55 motorway, to the east by the West Coast Main Line and to the south by residential development currently under construction. The site is identified within the Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies) for a residential-led mixed use development as part of the North West Preston Strategic Location.

3.2 Proposal

The proposal is for the erection of 53no. dwellings and associated works in the northern portion of a site which gained planning approval for 125no. dwellings, some of which are already under construction. This application is for the re-plan of 53 of the 125 dwellings previously approved.

Access to the application site would be taken from the development currently under construction to the south. The proposed development comprises 31no. detached dwellings, 12no semi-detached dwellings and 10no. mews style dwellings, the latter being the affordable housing provision plus 3no. semi-detached dwellings. The proposed detached houses are a mix of six designs with the semi-detached and mews style housing a mix of four designs. Of the ten proposed house designs, eight have been previously approved under the previous reserved matters application for the site.

3.3 Relevant planning history

The following planning applications have been submitted for the site:

06/2012/0094 – Outline application (access only) for the redevelopment of 4.50 hectares of land for residential development (Class C3) for up to 125 dwellings, public open space, landscaping, access from Lightfoot Green Lane, internal road layout, footpaths and other associated infrastructure – Refused December 2012. Appeal allowed August 2013.

06/2015/0546 - Reserved matters application for erection of 125 dwellings, public open space, landscaping, access from Lightfoot Green Lane, internal road layout, footpaths and other associated infrastructure (outline applications 06/2012/0094 and 06/2015/0688) – Approval of reserved matters January 2016.

06/2015/0688 – Variation of condition no.19 attached to planning permission 06/2012/0094 relating to level four sustainability rating under the Code for Sustainable Homes – Approved with conditions January 2016.

06/2017/1038 – 12no. dwellings – Approved with conditions January 2018.

The following Discharge of Conditions requests have been received for the site:

DOC/2015/0049 – Discharge of conditions 9 (Materials), 11 (Noise), 12, (Ground Investigation), 21 (Nesting Birds), 22 (Bat and Barn Owl Assessment) and 23 (Habitat Management Plan) attached to planning permission 06/2012/0094 – Conditions discharged December 2015.

DOC/2016/0009 – Discharge of conditions 5 (Scheme of Investigation - Archaeology), 8 (Drainage), 9 (Materials), 10 (Site Parking Scheme), 11 (Noise), 12 (Ground Investigation), 13 (Construction Method Statement), 14 (Site Access), 16 (Off-Site Highway Improvements), 17 (Surface Water Drainage), 18 (Foul Drainage), 19 (Sustainability), 21 (Nesting Birds), 22 (Bat and Barn Owl Survey) and 23 (Habitat Management Plan) attached to planning permission 06/2015/0688 – Conditions discharged March-August 2016.

DOC/2016/0012 – Discharge of condition 3 (Drainage Attenuation Pond), 4 (Tree Planting and Landscaping) 5 (Boundary Treatment) and 6 (Surfacing) attached to planning permission 06/2015/0546 – Conditions discharged August 2016.

3.4 **Planning Policy Framework**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.

The Development plan comprises:

Central Lancashire Core Strategy

Policy 1 – Locating Growth

Policy 2 – Infrastructure

Policy 3 – Travel

Policy 4 – Housing Delivery

Policy 5 – Housing Density

Policy 6 – Housing Quality

Policy 7 – Affordable Housing and Special Needs Housing

Policy 17 – Design of New Buildings

Policy 18 – Green Infrastructure

Policy 22 – Biodiversity and Geodiversity

Policy 24 – Sport and Recreation

Policy 25 – Community Facilities

Policy 27 – Sustainable Resources and New Developments

Policy 28 – Renewable and Low Carbon Energy Emissions

Policy 29 – Water Management

Adopted Preston Local Plan 2012-26 (Site Allocations and Development Management Policies)

Policy AD1(a) – Development within (or in close proximity to) the Existing Residential Area

Policy MD2 – North West Preston

Policy HS1 – Allocation of Housing Sites

Policy EN7 – Land Quality

Policy EN9 – Design of New Development

Policy EN10 – Biodiversity and Nature Conservation

Policy EN11 – Species Protection

Policy ST1 – Parking Standards

Policy ST2 – General Transport Considerations

Other Material Considerations:

Central Lancashire Supplementary Planning Document (SPD) - Affordable Housing
Central Lancashire Supplementary Planning Document (SPD) - Design Guide
North West Preston Masterplan

National Planning Policy Framework (The Framework)
National Planning Practice Guidance (NPPG)
National Planning Policy for Waste

3.5 Consultation responses

Environmental Health – No objections. The range of measures already approved across the site relating to acoustic fencing, glazing and ventilation shall be applied.

Greater Manchester Ecology Unit (GMEU) – No comments to make above those made on previous applications.

Environment Agency – No further comments to add to previous responses provided for 06/2012/0094 and DOC/2016/0009.

Network Rail – No objections. Comments received relating to interfacing distances between the proposed development and the operational railway.

Designing Out Crime Officer – No objections.

Waste Management – No objections. Comments provided relating to the location of waste collection points.

County Highways – No objections subject to adequate parking provision for each unit.

Woodplumpton Parish Council – No response received.

Publicity – No responses received.

3.6 Analysis

Principle of development

The application site, amounting to approximately 1.3 hectares, forms part of the North West Preston Strategic Location where Policy 1 of the Adopted Core Strategy seeks to concentrate growth and investment and Policy MD2 of the Adopted Local Plan 2012-26 identifies the site as part of a residential-led mixed use development comprising the erection of 5,300 dwellings and associated local centres together with infrastructure to facilitate the creation of a sustainable community. The principle of the development of this site for residential purposes has already been established through the grant of outline planning permission (06/2012/0094) for 125 dwellings in August 2013 and subsequent reserved matters approval (06/2015/0688) in October 2015. This application does not seek to alter the principle of the previously approved development but seeks to re-plan the northern portion of the site, incorporating alterations to plot layouts and substituting some house types with no proposed increase in the number of dwellings. As such, the consideration of this application is limited to the proposed design, appearance and layout of the proposal including the impacts on highway safety, parking, amenity and affordable

housing provision. The principle of the proposal remains acceptable, in accordance with the Core Strategy and Adopted Local Plan.

Housing provision

Policy 4 of the Adopted Core Strategy seeks to deliver a total of 22,158 new dwellings across the three Central Lancashire districts during the plan period of 2010-2026. The policy sets the minimum requirement of 507 new dwellings per annum for Preston. Policy 4 also seeks to ensure that at least 70% of new housing developments are located on brownfield sites.

Paragraph 47 of the Framework states that Local Planning Authorities should identify a supply of specific deliverable sites to provide five years' worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition in the market for land. Paragraph 14 of the Framework states that the presumption in favour of sustainable development means Local Planning Authorities should approve development proposals that accord with the development plan without delay.

The Council can currently demonstrate a five years supply of deliverable housing land. In view of this, development plan policies for the supply of housing are not considered to be out of date and can therefore be afforded full weight. The proposal to provide 53no. dwellings which have already been accounted for will contribute to maintaining the Council's five year supply of housing.

Affordable Housing

Policy 7 of the Adopted Core Strategy seeks to ensure an on-site affordable housing provision of 30% in urban areas and 35% in rural areas subject to such matters as financial viability and contributions to community services. The threshold for that provision is 15 dwellings in the urban parts of Preston and 5 dwellings in rural areas. The Central Lancashire Supplementary Planning Document 1: Affordable Housing states that where an element of affordable housing is required, at least 70% of the units shall be social rented or affordable rented, unless the Council is satisfied that an alternative mix meets an independently assessed and proven need and agrees to such alternative provision. The SPD goes on to say that affordable units within residential developments should be dispersed to promote integration, mixed communities and to minimise social exclusion.

The extant outline planning permission, which relates to part of this application site (06/2012/0094), secures, via a Section 106 Agreement, the provision of on-site affordable housing equivalent to 30% of the overall number of dwellings on the site. Given that the outline approval relates to 125no. dwellings, a total of 38no. affordable dwellings have previously been secured spread across the site. The proposal now subject to consideration overlaps the extent of the site which benefits from planning permission and contains 13 of the 38 affordable units previously secured. As the proposal would not increase the number of dwellings on this portion of the site, proportionally the affordable housing requirement would remain the same and as such no additional affordable housing is proposed. The provision of the affordable dwellings within the part of the site now subject to consideration would be secured by a further Section 106 Agreement. The application is therefore compliant with Policy 7 of the Adopted Core Strategy and the Affordable Housing SPD.

Design, Appearance and Layout

Policy 17 of the Adopted Core Strategy states the design of new buildings should take into account the character and appearance of the local area including (but not limited to) scale, design, materials, being sympathetic to surrounding land uses and avoiding demonstrable harm to the amenities of the local area. Policy 5 of the Adopted Core Strategy seeks to secure densities of development which are in-keeping with local areas and which will have no detrimental impact on the character, appearance and distinctiveness of an area, whilst also making efficient use of land. Policy EN9 of the Adopted Local Plan 2012-26 and The Framework seek to ensure proposals have a high quality of design. The Design Guide SPD stresses the importance of good design, and seeks to ensure that new development is to a high standard and sets out the design principles and aspects of good design, including amount, scale, landscaping, appearance and access.

Paragraph 56 of the Framework states that Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development, which should contribute positively to making places better for people. It also sets out the importance to secure a high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Paragraph 59 states that design policies should guide the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally. Paragraph 64 states permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way in functions.

The detailed design, layout, appearance and landscaping proposals for the entire site have already been subject to consideration and approval. The matters now subject to consideration with this application relate only to the proposed minor amendments to the previously approved scheme, which are limited to: minor amendments to plot layouts and the substitution of house types within the site. These alterations are considered to be minor in nature and would not materially alter the nature of the detailed development previously approved. As previously stated, seven out of the nine house types are selected from the range previously approved under the reserved matters application (06/2015/0546). The remaining house types would be constructed from red Forterra Wentworth Mixture and red Forterra Victoria Mixture bricks, Bath Buff Artstone and Russel Grampian Slate Grey roof tiles which would match the materials used for the other dwellings on the site and are considered acceptable. The density of development at 40 dwellings per hectare is acceptable. As such, the proposal complies with Policies 5 and 17 of the Adopted Core Strategy, Policy EN9 of the Adopted Local Plan 2012-26, the Design Guide SPD and the Framework.

Highways and Parking

Policy 3 of the Adopted Core Strategy seeks to reduce the need to travel, improve pedestrian and cycle facilities, improve public transport and encourage car sharing. Policy ST1 of the Adopted Local Plan 2012-26 details parking standards for all development proposals. Policy ST2 of the Adopted Local Plan 2012-26 states that development will be permitted provided that various criteria are met including that road safety and the efficient movement of all highway users is not prejudiced. The Framework sets out that development should only be refused on transport grounds where the residual cumulative impacts of the development are severe.

The impact of 53no. dwellings in this part of the site and their subsequent impact on the existing highway network was assessed during the consideration of the outline planning application (06/2012/0094), and it is therefore not appropriate for this to be reassessed as part of the consideration of this application. All dwellings would be provided with allocated off-street parking spaces and/or garages of an adequate size which is considered acceptable.

It is considered the proposed re-plan of this part of the site would not have a severe impact on highway or pedestrian safety and therefore complies with Policy 3 of the Adopted Core Strategy and policies ST1 and ST2 of the Adopted Local Plan 2012-26 and the Framework.

Amenity

Policy AD1(a) of the Adopted Local Plan 2012-26 requires, amongst other things, that the development has no adverse impact on residential amenity. The Framework seeks to ensure a good standard of amenity for all existing and future occupants of land and buildings.

The alterations to the proposed layout of this section of the site, including the substituted house types, would not materially alter the form of the development and would not impact upon interfacing distances between dwellings and plot separations. As such, the proposed development complies with Policy AD1(a) of the Adopted Local Plan 2012-26 and the Framework.

Waste Management

The National Planning Policy for Waste seeks to ensure that new development makes sufficient provision for waste management and promotes good design to secure the integration of waste management facilities, for example by ensuring there is discrete provision for bins to facilitate a high quality, comprehensive and frequent household collection service.

The proposed development would not alter the previously approved arrangements for the storage of waste and recycling to the rear of the dwellings, with a short distance to the kerbside collection point. The proposals are therefore considered acceptable in accordance with the National Planning Policy for Waste.

Planning Contributions

The existing outline planning permission (06/2012/0094) secures, via a Section 106 Agreement, contributions towards the East-West Link Road, a Community Infrastructure Levy (CIL) equivalent contribution to highway and sustainable transport improvement, a cycle link contribution, on-site affordable housing and the provision of public open space. Although the development now proposed would not alter the overall on-site affordable housing requirement and despite the fact that the application site now subject to consideration overlaps with the site with previous approvals, a new planning permission would be issued as a result of this application. As such, a new Section 106 Agreement would be required to secure the same benefits which are essential to ensure the development remains acceptable and compliant with development plan policies.

Other issues

Details relating to foul and surface water drainage, noise, archaeology, ecology, landscaping, ground investigation and sustainability of the site have previously been assessed under the extant outline and reserved matters schemes, and details subsequently discharged as acceptable. As such, it is not considered necessary to reassess these aspects of the scheme under the consideration of this application

3.7 Value Added to the Development

Scheme acceptable as submitted.

3.8 Conclusions

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be in accordance with the plan unless material considerations indicate otherwise. No objections have been received relating to the proposed development. The proposal is also acceptable in terms of its impact on drainage, noise, archaeology, ecology, landscaping, ground conditions and sustainability. The proposed development would contribute to the Council's supply of deliverable housing and would secure the provision of on-site affordable housing. The proposed development would also be acceptable with regards to design, layout, traffic and highway safety, amenity and waste management. The proposal complies with the relevant provisions of the Central Lancashire Core Strategy and the Preston Local Plan and there are no material considerations which outweigh this finding. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application is approved.

3.9 Recommendation

Subject to a S106 obligation being secured providing for on-site affordable housing, contributions towards the East-West Link Road, a Community Infrastructure Levy (CIL) equivalent contribution to highway and sustainable transport improvement, a cycle link contribution and the provision of public open space, planning permission be granted subject to conditions addressing those matters listed in paragraph 2.1.