



Land at 521 Garstang Road, Broughton, Preston PR3 5JA

Full Planning Permission for Extra Care Assisted Living Units within Use Class C2, B1 office and A1-A3 uses

PLANNING STATEMENT

August 2018



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/1 INTRODUCTION

- 1.1. PWA Planning is retained by Midas Land Limited ('the applicant') to progress a full planning application at 521 Garstang Road, Broughton PR3 5JA ('the application site') for the demolition of the existing building, the erection of a three storey building for extra care assisted living units (within Use Class C2) and a two storey building for A1 – A3 uses at ground floor and B1 office at first floor with access off Woodplumpton Lane and associated landscaping and parking ('the proposed development'). The planning application is made to Preston City Council ('the Council') as a full planning application and relates to the red edge application site boundary defined on the Site Location Plan (drawing ref. A000).
- 1.2. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. This Planning Statement will demonstrate that the proposals accord with the provisions of the relevant policies of the Development Plan, and moreover that there are other significant material considerations which indicate that planning permission ought to be granted. In addition, the statement will seek to demonstrate that there are no technical reasons which could hinder the grant of planning permission.
- 1.3. This Planning Statement, alongside a review of the site history and relevant policies, provides a description of the proposed development together with an appraisal of the planning merits of the scheme as a whole. This statement should be read in conjunction with the submitted application package, which includes the following documents:
 - 1APP Form;
 - Design and Access Statement;
 - Structural Survey;
 - Flood Risk Assessment and Drainage Strategy;

- Landscape Plan and Planting Schedule;
- Phase 1 Habitat Survey;
- Bat Emergence Survey;
- Air Quality Assessment;
- Transport Statement;
- Crime Impact Statement;
- Land Contamination Assessment;
- Heritage Assessment;
- Noise Assessment;
- Drawings:
 - Location Plan (Drawing ref. A000);
 - Site Layout (Drawing ref. A001);
 - Proposed Elevations Offices and Retail (Drawing ref. A203);
 - Proposed Elevations Offices and Retail (Drawing ref. A202);
 - Proposed Elevations Extra Care Units (Drawing ref. A107);
 - Proposed 3D views Extra Care Units (Drawing ref. A108);
 - Proposed Second Floor Plans Extra Care Units (Drawing ref. A103);
 - Proposed First Floor Plans Extra Care Units (Drawing ref. A102);
 - Proposed Ground Floor Plans Extra Care Units (Drawing ref. A101);
 - Existing and Proposed Street Views (Drawing ref. A303).

Application Summary

1.4. The council's local validation list requires applications with large amounts of technical documents to be accompanied by an application summary setting out the main issues in the application. This is done in bullet points below.

- Full application including demolition of existing locally listed heritage asset;
- New vehicle access off Woodplumpton Lane;
- Mixed use scheme including A1-A3, B1, C2 Uses;
- Two and three storey buildings proposed with frontages to Woodplumpton Lane and Garstang Road;
- Site is in a sustainable and accessible location;
- Redevelopment of a Brownfield site allocated as a village centre in the Broughton Neighbourhood Plan;
- Site is within the existing residential area as allocated in the adopted Local Plan;
- Application is national and local policy compliant in principle.

/2 SITE DESCRIPTION

- 2.1. The application site extends to approximately 0.4 ha in size and is located in the centre of Broughton Village within the borough of Preston. The site includes an existing restaurant (Touch of Spice) fronting Garstang Road and associated car parking area accessed from Woodplumpton Lane.
- 2.2. A Location Plan showing the site within its immediate setting is submitted with this application (drawing ref. A000), whilst an aerial image of the site within its wider setting is illustrated in Figure 1.



Figure 1. Aerial image of the site (Source: Google Maps- not to scale)

- 2.3. The site resides in the Preston Rural East ward; within proximity to the site are residential dwellings on Garstang Road, Woodplumpton Lane and Downing Court. There are other local businesses and facilities close by including a petrol filling station

with ancillary shop; shops; and pubs/restaurants. There is also a park and a village hall within walking distance to the east. The village hall provides facilities for Badminton, Crown Green Bowls, Bridge, Drama, Pétanque, Pool, Snooker, Table Tennis and Tennis.¹

- 2.4. Access to the site is currently taken from Woodplumpton Lane which runs along the northern boundary of the site. The present surrounds of the site are largely residential properties within a rural settlement boundary, where the site sits in the centre of the village.
- 2.5. There are bus stops on Whittingham Lane and Garstang Road. There are continuous footpaths and street lighting from the application site to all bus stops in the general area and to all of the existing amenities mentioned above.
- 2.6. The application site is not within an area defined as at risk from flooding according to the Environment Agency's Flood Risk Map. There are no listed buildings within the vicinity of the site and the site is not within a conservation area. The existing building on the site (Touch of Spice) is listed in Preston Council's Local Heritage List. The site is not covered by any landscape or ecological designations. Broughton is a designated air quality management area.

¹ <http://www.broughtonanddistrictclub.co.uk/>

/3 PLANNING HISTORY

3.1. A search of Preston City Council's planning register has been carried out in order to understand the site's planning history.

3.2. Applications related to the property:

- **06/2002/0782:** Erection of single storey cold room extension to kitchen of public house. Approved. 16/09/2002.
- **06/2002/0982:** 1no illuminated projecting sign, 2no information signs, 5no illuminated wall signs. Previously Approved Under Delegated Powers. 18/12/2002.
- **06/2002/1229:** Erection of 10no three storey terraced dwellings with 3no detached garage buildings (containing 10no car parking spaces) and construction of new vehicular access to serve remaining public house car park. Withdrawn. 27/01/2003.

/4 PROPOSED DEVELOPMENT

4.1. It is proposed to develop land and buildings at 521 Garstang Road to provide a three-storey building for 36no. extra care assisted residential units (within Use Class C2), a two-storey building with A1 – A3 units at ground floor and a B1 office above. The proposal involves the demolition of the existing building and a new vehicle access point off Woodplumpton Lane. The existing access is to be stopped up. There are areas of landscaping and parking proposed to serve the whole development. The proposal can be seen on the Proposed Site Layout Plan (drawing no. A001), which is provided in the supporting documents to this application.

4.2. Extra Care Assisted Living is described by Age UK² as follows. Assisted living, also known as extra-care housing, offers support whilst allowing residents to live independently. You live in a self-contained flat, with your own front door, but support is available up to 24 hours per day. Common features of assisted living accommodation can include:

- help from a scheme manager (warden) *or* a team of support staff;
- 24-hour emergency help through an alarm system;
- social activities;
- a minimum age for residents, usually 55;
- self-contained flats allow you to stay independent;
- communal lounges allowing you to socialise as and when you feel like it;
- Some extra-care housing is available to buy or rent privately and some is available from the local council.

4.3 Whilst traditionally this type of housing has been provided by Registered Social Landlords or Charities, as the number of older people has grown, and their needs and aspirations have changed, private developers have moved from providing residential

² <https://www.ageuk.org.uk/information-advice/care/housing-options/assisted-living-and-extra-care-housing/>

care to extra care housing. It is acknowledged there is inconsistency in Local Planning Authorities in the classification of this type of housing with some agreeing it is a C2 Use and others asserting it should be a C3 Use. Either way it is maintained for the purposes of this application that the LPA determine this application as a C2 Use, as the application is made on this basis. The floor plans of the proposed residential units include warden's accommodation, a communal lounge and a scooter store. There will be a 24-hour alarm system in place and the accommodation is aimed at those of retirement age (over 55s). Social activities can be arranged and hosted in the communal lounge. The extra care housing proposed will be available to buy.

4.4 The residential accommodation is provided in a three-storey building which is located on the western portion of the site with frontages onto Woodplumpton Lane and Downing Crescent. A two-storey building is to front onto Garstang Road (A6) and Woodplumpton Lane creating a feature building at this crossroads and will replace the existing building. There will be 4no. A1 - A3 units to the ground floor of this building fronting Garstang Road and turning the corner of Woodplumpton Lane. These A1 – A3 units will provide services for the development and for the existing village of Broughton. There will be an office above within Use Class B1, (meeting rooms also to ground floor for these offices) which will provide modern office accommodation for an existing property company which will relocate from the Isle of Man. The new Broughton By-pass road, James Towers Way, is now built and has dramatically changed the use and appearance of this portion of the A6. The existing structures on site are to be demolished and a new modern gateway building is proposed in their place.

4.5 Access to all of the uses proposed is from a new vehicle access off Woodplumpton Lane. It is located to the east of the existing access which will be stopped up. The internal access road leads to parking along the internal access road and to a parking area to the rear of the retirement units. There is a bin store and service area within the car park area to the south east. To the rear of the retirement units is a communal courtyard style garden area. There are landscaped areas to the car park and to the site frontages along Woodplumpton Lane and Downing Court.

Waste Management

- 4.6 The retirement units have an internal communal bin store at ground floor which is shown on the submitted floor plans. This type of bin store is typical for apartments and will be managed most probably by a management company for the whole block. It is envisaged a private company would take on this role including waste collection and there is the option for recycling facilities.
- 4.7 The retail and office use are serviced to the rear and provision is made on the plans for a bin store in the rear car park area. Again this is the usual situation for these types of uses and a private company will collect and dispose of waste including recycling facilities.

Energy Efficiency

- 4.8 The proposed buildings are of a modern construction incorporating energy efficient materials and techniques into their design. The development will meet the requirements outlined in policy 27 'Sustainable resources and New Developments' of the Core Strategy.

/5 PLANNING POLICY CONTEXT

Development Plan

- 5.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise, meaning any other supplementary / supporting planning documents and government guidance as set out in the National Planning Policy Framework (NPPF) (2018).
- 5.2. The Development Plan for the application site comprises of the Central Lancashire Core Strategy (2012) and the Preston Local Plan 2012-2026 (2015). The Central Lancashire Core Strategy (2012) was adopted in July 2012 and one of its key aims is to foster growth and investment across the Central Lancashire boroughs.
- 5.3. The Preston Local Plan was adopted in July 2015: it sets out a vision for the borough in accordance with the principles set out in the Central Lancashire Core Strategy and allocates land for different uses, such as housing, employment and leisure. The Plan, which is to be read in conjunction with the proposals map includes a range of development management policies which are to guide the Council in their decision taking. Figure 2 demonstrates the location of the site within the local plan proposals map.

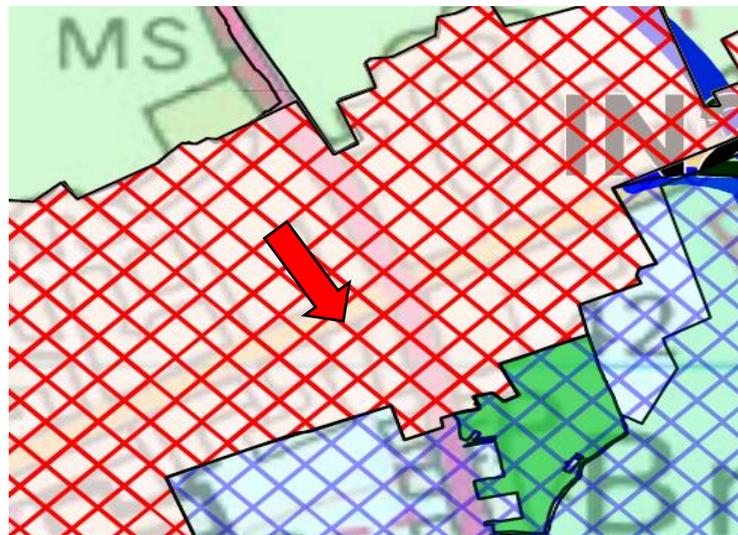


Figure 2: Extract from the Preston Local Plan Proposals Map

5.4 The development site is located within the rural settlement boundary as allocated in the adopted Local Plan. The corresponding relevant policy is AD1.

5.5 The following policies are considered to be relevant to the determination of the application: -

- V1 - Model Policy;
- AD1 (b) – Small scale development within Existing Villages;
- ST1 - Parking Standards;
- ST2 - General Transport Considerations;
- HS3 Green Infrastructure in New Housing Developments;
- EN9 - Design of New Development;
- EN10 Biodiversity and Nature Conservation.

Material Considerations

5.6 Although not forming part of the statutory development plan, Supplementary Planning Documents (SPD) provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan. The following SPDs are relevant:

- Affordable Housing
- Biodiversity and conservation
- Design Code
- Employment Skills
- Open Place and Playing Pitch Strategy
- Rural Development
- Shop front design guide

5.7 Broughton in Amounderness Parish Neighbourhood Area was designated as a Neighbourhood Area by the City Council on 17 March 2016. Broughton Parish Council submitted a March 2018 draft of the Broughton Neighbourhood Plan to the City Council, on 6 March 2018. Following a period of consultation, the examiner's report was received on 3 July 2018. As the Plan is at an advanced stage it is a material

consideration and can be afforded significant weight. Within the Neighbourhood Plan the site is identified as within the village centre. Policy BE1 of the Neighbourhood Plan states that a mix of uses comprising Class A1-A4 will be encouraged, subject to the development not prejudicing residential amenity or highway safety.

- 5.8 Consideration should also be given to the National Planning Policy Framework (NPPF) 2018, and the National Planning Policy Guidance.

/6 PLANNING POLICY ASSESSMENT

6.1 **Policy V1 Model Policy** echoes the tone of the NPPF and its promotion of sustainable development. The policy reads similar to that of paragraph 11 of the revised 2018 NPPF outlining that should applications accord with a Development Plan or indeed if said plan is out of date that applications should be approved without delay unless material concerns dictate otherwise. The policy reiterates that where an application accords with Local Plan policies the application will be approved without delay.

6.2 In terms of whether the development is sustainable there are three overarching objectives of sustainability; social; economic and environmental as outlined in **paragraph 8 of the NPPF** as follows:

an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

6.3 In terms of compliance with policy V1 and the NPPF in relation to whether the development is sustainable development in terms of the three objections outlined above,

the development provides an employment generating use for the A uses and also the B use proposed aiding to contribute positively to the local economy. These uses will provide local jobs for people in the locality due to the type of end user they will attract, and it is envisaged they will be within Use Classes A1-A3. Environmentally, the proposal involves the redevelopment of Brownfield land. These uses are located in a sustainable position well served by public transport. Figure 3 below details the bus stops in the locality and their frequency. There are footpaths connecting the site to these bus stops which are lit by existing street lights. The existing transport facilities offer realistic opportunities for sustainable travel linking the site to the wider area and their services which is environmentally sustainable.

Bus Stop	Distance from Development	Bus Route	Frequency	Overall frequency
Kingsway Court	90m	40/A- Preston to Morecambe	Hourly	One bus approximately every half an hour
Kingsway Court	90m	41- Preston to Morecambe	Hourly	One bus approximately every half an hour
Opposite Kingsway Court	175m	40/A- Morecambe to Preston	Hourly	One bus approximately every half an hour
Opposite Kingsway Court	175m	41- Morecambe to Preston	Hourly	One bus approximately every half an hour
Post Office	160m	40/A- Morecambe to Preston	Hourly	One bus approximately every half an hour
Post Office	160m	41- Morecambe to Preston	Hourly	One bus approximately every half an hour
Opposite Post Office	190m	40/A- Preston to Morecambe	Hourly	One bus approximately every half an hour
Opposite Post Office	190m	41- Preston to Morecambe	Hourly	One bus approximately every half an hour
Whittingham Lane	80m	4- Chipping/Longridge to Preston	Infrequent/ Hourly	More buses in the mornings then hourly, but no evening service
Willow Tree Avenue	160m	4- Preston to Chipping/Longridge	Infrequent/ Hourly	More buses in the mornings then hourly, but no evening service

Figure 3: Bus route frequency within walking distance of the site

- 6.4 Environmentally the mix of uses also complement each other providing local services meaning there will be less need to travel. This is also synonymous with the type of residential accommodation, being extra care assisted living units. In addition, the mix of uses will create places for residents to meet and mix creating a social hub for the area. There are clearly social, environmental and economic benefits of the proposal which weigh in favour of the development.
- 6.5 **Policy AD1 (b)** relates to development within existing villages, of which Broughton is identified. As previously outlined, the application site sits in the centre of Broughton Village, currently with a clearly visible prominent structure on the roadside. The policy looks favourably on development in these areas, including Brownfield land, where there is an overall improvement to the environment and amenity of the area. A proposal's acceptability under AD1 (b) is mainly determined on its compliance with the criteria outlined in part (a) of the same policy.
- 6.6 **Policy AD1 (a)** relates to development within or close to the existing residential area and outlines that development in such locations will be permitted providing it meets the following criteria:
- a) "the design and scale of development is sensitive to, and in keeping with, the character and appearance of the area;*
 - b) there would be no adverse impact on residential amenity, particularly by reason of noise, general disturbance and loss of privacy due to the activity under consideration or the vehicular/pedestrian movement it generates;*
 - c) the proposal would not lead to an over concentration of non-residential uses, detrimental to residential character and amenity, and;*
 - d) the proposal would not lead to an over intensification of use of the site."*
- 6.7 With regards the criteria above, in terms of design the proposal is a modern design of a scale appropriate to the location. The Broughton crossroads site has been in the past extremely prominent location due to the amount of traffic passing through this busy junction. Due to the change in the road layout to include the Bypass there has been a significant change in its feel and with this development the site has the potential to

become the village centre and foster a busy atmosphere. The current state of the existing building is a large grey and white façade, that looks tired and outdated in comparison to the new development on the opposite side of Woodplumpton Lane, on the corner on Garstang Road. This new building, currently used as a restaurant, has modern aspects, as proposed with this design, allowing the village centre to benefit from an injection of modern architecture.

- 6.8 A heritage assessment accompanies the application which concludes the existing building is only of local historical association rather than significant due to its significance in its fabric and there would not be any substantial harm from its loss. The assessment provides photographic evidence of the building in situ in the 1900s, however the building in the photographs is hardly recognisable as the same building with modern 20th century additions as it appears on the site presently. The demolition and complete redevelopment is the only way forward on this site in the safest and most cost effective manner which is confirmed in the structural survey accompanying this application. The heritage assessment also considers the development proposals and determines they will have a positive impact on the area.
- 6.9 As the current use of the site is (and has been for some time) a restaurant, the proposed use should have minimal further impacts on local residents, as the existing operating hours are until at least 11pm every day. A noise survey accompanies this application and has regard to the car park located close to existing residential properties.
- 6.10 The principle of a mixed-use commercial unit would be in accordance with **Policy BE1** of the Broughton Neighbourhood Plan which allows for Class A1-A4 uses within the village centre. Furthermore, the proposal is in accordance with **Policy BE3** of the Neighbourhood Plan which promotes development on land to rear of the Taste of Spice car park for small scale housing development, car parking and Class A1-A4 uses. Due to the status of the Neighbourhood Plan and the compliance, in principle, of this proposal with policy BE1 and BE3 it is considered that there would not be any requirement for a retail sequential test. Furthermore, as the uses will be located within

the village centre and are not of a scale that would detract from other centres there will not be an impact on the vitality or viability of nearby centres.

- 6.11 **Policy EN9 Design of New Development:** points towards the Central Lancashire Design Guide SPD as the leading document regarding appropriate design principles. This statement alongside the supporting documents and plans demonstrates the intention, prevalent throughout the process, to deliver a development that is sensitively and meticulously designed. The aforementioned SPD has been consulted when establishing the parameters for the proposal's design and in doing so it is hoped a positive contribution to the character and local distinctiveness of the area has been achieved, allowing the development to be seen as acceptable in this context. The design of the development in relation to its context is discussed in the submitted design and access statement.
- 6.12 The design of the proposed development incorporates an attractive courtyard area to the rear of the extra care housing providing an accessible green space for residents. The Council's adopted SPD on open space at point E states *"all new residential development will be required to contribute towards open space and playing pitch provision with the exception of nursing / rest homes and sheltered housing."* In this case the application is made on the basis of a C2 use which both these uses fall within and therefore no contribution towards open space and playing pitch provision is made.
- 6.13 **Policy ST1 Parking Standards:** outlines that development proposals will be subject to the parking standards outlined within the plans appendices. There are suitable amounts of parking proposed for the uses of the building, accessed off Woodplumpton Lane. This would allow for the provision of parking spaces in line with that which is required by the Council. Pre-application discussions have taken place with LCC as the highway authority when a reduction in car parking to what was previously proposed was requested. The proposed plans submitted reflect the provision requested by LCC.
- 6.14 **Policy ST2 – General Transport Considerations** states that proposals will need to demonstrate that:

"road safety and the efficient and convenient movement of all highway users (including bus passengers, cyclists, pedestrians and equestrians) is not prejudiced; appropriate provision is made for public transport services; appropriate measures are included to facilitate access on cycle or foot; where practicable, ensure existing pedestrian, cycle and equestrian routes are protected and extended; the needs of disabled people are fully provided for; corridors which could be developed as future transport routes (e.g. disused railway lines) are not prejudiced."

- 6.15 The current site access, which at present serves the existing establishment, will be stopped up and a new vehicle access will provide access to the proposed development. Whilst the traffic associated with the proposal will increase compared to current levels, the small scale of the development and existing access to other sustainable transport methods infer the development will not generate a discernible adverse impact on the local highway network. There will not be a material impact on the strategic road network due to the scale of the uses proposed. The development will not be to the detriment of existing pedestrian, cycle and equestrian routes and as previously outlined would allow for adequate access to public transport.

Affordable Housing Provision

- 6.14 The requirement for affordable housing by the Council in accordance with the adopted SPD is acknowledged. However, this application makes no provision for affordable housing and this is for two reasons. This application whilst for "housing" is not housing in the conventional sense. It is for extra care housing, which is discussed in section 3 of this Statement. On site provision of affordable housing cannot be provided as it is at odds with the residents the scheme is catered for. The residents of the proposal will be of retirement age (over 55's) and to provide onsite affordable housing would not be of the 'feel' of the retirement village and could result in problems with saleability or reduce the value of saleable properties. The LPA can be satisfied that the application does not need to provide affordable housing or a contribution towards affordable housing as the proposal is a C2 Use. Regardless of whichever 'box' the LPA consider

the Use Class of the application it is a fact that the accommodation can be restricted to be used for persons over 55 and their families.

/7 CONCLUSION

7.1 The proposed development would result in a number of key benefits which are deemed relevant to the determination of the application, namely: -

- Provision of a specialist type of housing in the City of Preston in a sustainable location;
- Creation of a new vibrant mixed-use development providing services and facilities for existing and proposed residents in an area accessible by sustainable modes of transport;
- Relocation of an existing B1 office to modern office accommodation in a sustainable location providing local professional jobs;
- Creation of jobs for local people in the service sector from the Class A1-A3 uses.

7.2 As addressed earlier within this statement, it is clear that the proposals represent a sustainable development which is consistent with adopted planning policy and which should therefore be supported. This Planning Statement has reviewed the scheme against relevant Development Plan policy as well as other relevant planning guidance, including the National Planning Policy Framework and identifies broad compliance with relevant policies.

7.3 The scheme is supported by a suite of technical reports and other evidence which clearly demonstrate that there would be no harmful impacts resulting from the proposed development and hence no reason that planning permission ought not to be granted. In addition to that there are other material considerations which support the granting of planning permission and which should be afforded significant weight in the determination of the application.

7.4 For the reasons identified within this statement, it is considered that detailed planning permission for the proposed development should be granted and the application is commended to the authority.



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