

C O M M I T T E E R E P O R T		
REPORT OF	MEETING	DATE
Chief Planning Officer	Planning Committee	Date: 12 April 2021

ADDENDUM

ITEM 3c - 20/01200/OUTMAJ - Land at Carrington Road, Adlington

The recommendation remains as per the original report.

The agent for this application comments that they are very disappointed with the report to planning committee and the reasons put forward for refusal. They note that in particular officers have not sought any discussion with the applicant on the application and therefore will not be able to complete the GPDO Art 35(2) notice that you have "... worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with [the] planning application".

They assert that it is of particular concern that on two previous occasions the application has been refused solely because of the conflict with policy BNE3 of the Chorley Local Plan 2012 – 2026 and that sole reason has been upheld on appeal. Officers now propose additional reasons for refusal without any change in circumstances to support them. They consider this is improper as there is a requirement on the LPA for consistency in decision-making. The fact that these reasons for refusal have been included without any discussion with the applicant or opportunity to address them makes the report unsound in this regard.

The agents comments that "Rather than rush to a decision at committee on Monday, I request that you seek to defer the consideration of the application so that the RfRs can be considered and the applicant is provided with the opportunity for the positive and proactive working that is required by the GPDO and by the Framework at §38. We would be happy to extend the determination period to allow this to happen".

In response officers consider that in the case of an application that is submitted in outline with all matters reserved, other than specifying the point of access, the determination of the application can only be made on the basis of matters of principle. Given that the application has been submitted on an area of Safeguarded Land, and some area of Green Belt, prior to the completion of a local plan review the development is considered unacceptable in principle as set out in detail within the Committee Report. Matters of principle cannot be readily resolved in the same way that a design detail or quantum of development can, and whilst the Local Planning Authority regularly engage with applicants to resolve problems where possible there is no solution that can be put forward to overcome a principle issue or that of the piecemeal nature of the application site, taking up part of a wider allocation.

It is noted that the agent acting on behalf of the applicant has requested that the application be deferred to allow the applicant the opportunity to consider the reasons for refusal and to seek to resolve them. The application has been submitted in advance of a local plan review and therefore the applicant must have been fully

aware of the risks involved in submitting an application for development of Safeguarded Land at this stage in the development plan process. It is officers view that should the applicant wish to reconsider the proposal in light of the Committee report and reasons for refusal then they have the opportunity to withdraw the application at any time.

Councillor Graham Dunn; County Councillor Kim Snape and Councillor Peter Wilson have objected to the application and have commented as follows:

As local councillors and County Councillor we write in objection to the above planning application for the following reasons:

- The proposed development would be located within an area of Safeguarded Land as defined by the Chorley Local Plan 2012 – 2026. Adlington & district along with the wider Chorley Borough has taken more than its fair share of housing. This land is clearly identified as not being needed for development now and we do not believe there is any sufficient reason that changes that.
- Infrastructure in the area is of further concern. Adlington County Primary School is full. There is no bank in the village as stated in the documentation or nearby shopping store to do a household weekly shop. The nearest would have to be a car ride away thus adding further traffic to the roads in the area. Furthermore, the sustainable objectives that the application is trying to portray are most questionable – Lower Adlington is most definitely not well served by public transport at either ends of this development. There maybe bus stops on Church Street but sadly there is no bus that goes down there. Park Road has a bus service 3 times a day that would not be helpful to those that may need to get to work on it or come home of an evening. The rail service frequency is regularly being reduced by Northern Trains and when drivers are not available or off work Adlington is one of the first stations they don't stop at which leads to cancelled rail services.
- Highways and traffic concerns – Park Road and over the canal bridge is the only point of egress for hundreds and hundreds of properties. At some points in the road it can be down to single file traffic along with associated school traffic and the junction of Carrington Road and Park Road can be very dangerous at times to pull out onto. This development would make that issue worst with the increased traffic it will bring.
- In conclusion we ask that this application is refused.

The Environment Agency:

Have confirmed that they have received consultation requests from Chorley Borough Council for the [six] proposals on Safeguarded Land.

With regards to these sites, they are not planning any works or undertaking any appraisals that could conflict with these. They are aware of flooding in the vicinity of Tinklers Lane from Syd Brook but they would rely on Lancashire County Council (Lead Local Flood Authority) to advise on this development as it is outside the scope of development proposals the Environment Agency is consulted on as a statutory consultee.

They state they have also looked through the comments from the drainage engineer and have no comments.

The Environment Agency is not resourced to comment on surface water drainage, sewer flooding and flooding from ordinary watercourses as these are outside our remit as a statutory consultee.

Lancashire County Council Highway Services have commented as follows:

Planning applications, 17/00411/OUTMAJ and 18/00863/OUTMAJ for residential development of this land were refused in the past on grounds not related to highways. The current proposal for development of up to 25 dwellings is on the same scale as the refused applications, but with slightly different layout. The current application submission includes an indicative site plan, 1667-02 (Oct 20), an illustrative masterplan and a Transport Statement (TS) setting out the transport issues relating to the site and details of the proposed development.

EXISTING CONDITIONS

Existing site information:

The site is an open field located at the ends of Carrington Road and Stonor Road. It is adjoined by an allotment and a grass field to the east, a borrow pit separated by vegetation buffer to the west and residential houses of Rigshaw Cottages to the north. The site is accessed from Carrington Road, which is a 5.5m wide residential access road with 2.0m footways on both sides and subject to 20mph speed limit. Carrington Road is accessed from Park Road via Sandy Lane, which is a partially adopted Public Right of Way (PROW) (FP12). The site is also accessible from Stonor Road in the south.

Baseline transport information

In addition to FP12 (Sandy Lane) stated above, there are two other PROWs to the east and north of the site. FP10 which runs over Bonds Lane is to the east with FP11 to the north. Bonds Lane is an adopted access road starting from Park Road up to its junction with Southgate. From this point, Bonds Lane continues as an unadopted PROW (FP10) to Westhoughton Road. FP10 is currently privately maintained. In the south, vehicular access is permitted on FP10 from its starting point at Bonds Lane/Southgate to the rear of 3 Stonor Road, while in the north, vehicular access is permitted from Westhoughton Road to the Allanson Hall (Rigshaw) footbridge. Vehicular access is not permitted over the bridge, although there are no warning signs in place to that effect. The central section of FP10 from the rear of 3 Stonor Road to the Allanson Hall (Rigshaw) footbridge is not used by vehicles. FP11 extends along the west boundary of the site from FP12 (Sandy Lane) to the unadopted access road leading to Rigshaw Cottages.

The towpath of the Leeds and Liverpool Canal is part of the route 55 cycle network and can be accessed from the foot of the White Bear Canal Bridge on Park Road. There is also an advisory cycle lane from the foot of the bridge on Park Road and extends through Market Place to Railway Road to connect cycle route 10 in the east at Babylon Lane/Chorley Road.

Bus stops are within recommended walking distance of the site on Park Road and the A6, however, public bus services operated are limited. The only public service available on both routes is a day service provided by bus 8A (Chorley - Blackrod via Limbrick) at half hourly frequencies, Mondays - Fridays and on Saturdays.

The local highway network

The area is largely residential and served by Park Road as the main distributor extending from the A6 in the east to The Common in the west. The Common is not a through vehicle access. The area is within a 20mph zone with vertical traffic calming features installed on Park Road and some of the residential access roads. There are footways on both sides of Park Road and Carrington Road; and most of the residential streets with street lighting. The Adlington Primary School is situated on the north side of Park Road near the White Bear Bridge. There is adequate visibility at Park Road/Sandy Lane and Sandy Lane/Carrington Road where the proposed development will be accessed from.

Traffic accidents

The most recent available 5-year record reveals a single slight personal injury accident outside 50 Park Road and although there have been accidents at various locations on the A6, given the proposed scale of development and location of the site, it is not considered the development will exacerbate the accident problems. As such, accident mitigation measures on the A6 will not be required. The single accident on Park Road is not of highway concern.

PROPOSED DEVELOPMENT

The proposal is for residential development of 25 dwellings including 35% affordable component, but the applicant is only seeking approval of the access at this stage with all matters reserved.

Internal layout / Parking

The indicative site plan shows that the proposed development is to be accessed from Carrington Road with a link provided to Stonor Road for use by pedestrians and cyclists. The access involves providing a new 5.5m wide site access road with 2.0m wide footways on both sides to connect the existing Carrington Road, but the north and south ends of the development are proposed to remain as private drives with service strips. The indicative layout is acceptable in principle as it accords with the principles of the MfS and the LCC's Creating Civilised Streets. The detailed layout should be provided and constructed to the LCC Specification for Construction of Estate Roads to ensure satisfactory access and in order to be acceptable for adoption under the Section 38 agreement of the Highways Act 1980.

If the south aspect of the development is made private as shown on the submitted illustrative masterplan, there would be implications for pedestrians and cyclists who require un-interrupted and properly maintained route to and from Stonor Road. The proposed private area at the south is therefore not acceptable and should be provided to adoptable standard consistent with the rest of the layout and offered for highway adoption to ensure the pedestrian/cycle route is always available and kept in good maintenance condition. The pedestrian/cycle link should be 3.5m wide.

Parking should be provided to the Chorley Council Parking Standard with integral and detached garages provided to internal dimensions of 3m x 6m (single) and 6.0m x 6.0m (double) in order to count as parking spaces.

ACCESSIBILITY BY NON-CAR MODES

Pedestrians/Cyclists

The site is within an acceptable walking and cycling distance of local services and amenities on Park Road and in Adlington including bus stops and the Adlington Railway Station. However, suitable pedestrian/cyclist access to the north towards Westhoughton Road via FP10 is currently hindered due to the poor surface condition of its section between the rear of 3 Stonor Road and the Allanson Hall (Rigshaw) footbridge. The PROW (FP10) is used by pedestrians and cyclists to the north, but can be risky in wet weather and when it is dark. Therefore, although any improvement to FP10 will likely require third party consent, given the need to identify and pursue opportunities to promote walking, cycling and public transport use as required by the NPPF, improvement of FP10 is considered necessary for the proposed development to ensure accessibility and safety for pedestrians and cyclists.

Public Transport

Bus / Train

As indicated above, although there are bus stops within walking distance of the site, the public bus services provided on Park Road and the A6 are limited. The only available public service is a day service provided by bus 8A at half hourly frequencies, Mondays- Fridays and on Saturdays. For public transport to serve as sustainable alternative to cars, the bus services provided must realistically be capable of delivering a shift away from the car. Any significant shift can only be achieved with increased levels of service possibly into the evenings and on Sundays and public holidays. It is therefore considered that the applicant be requested to contribute towards increased bus services in the area.

There are 4no bus stops on Park Road, all within acceptable walking distance of the site. However, none have bus bay markings or clearways and only two have raised kerbs, but with outdated shelters that need to be replaced. The bus stop facilities need to be of high-quality standard, disability compliant, safe, attractive and comfortable to use. There is need to encourage public transport use as required by the NPPF, therefore, it is considered the applicant carries out improvements to the 4no bus stops to quality disability compliant standards to include raised kerbs and boarding areas, bus stop bay and worded markings, clearways etc., with the existing two shelters replaced with new.

The Adlington Railway Station is within short walking distance of the site and the applicant has indicated in paragraph 3.5.2 of the TS that there is adequate provision of cycle storage facilities at the Station.

HIGHWAY IMPACT

Using TRICS, the applicant predicts that the proposed 25 dwellings will generate 13 and 12, two-way vehicle trips during weekday AM and PM peaks respectively. The trip to be generated by the proposed development will obviously lead to increased flows on Park Lane and the surrounding highway network, however this level of impact is unlikely to adversely affect the smooth operation of the highway network including the junction of the A6 and Park Road which is a critical location on the local highway network.

MITIGATION MEASURES

The measures identified as necessary to deal with the anticipated impacts of the proposed development are the improvements of the following.

- Public Right of Way (FP10) – through s278 agreement
- 4no bus stops on Park Road – through s278 agreement
- Bus services and frequencies on Park Road – through s106 agreement.

In addition, works relating to the connection of the existing Carrington Road to the proposed site access and the pedestrian/cyclist access to Stonor Road will be carried out through the s278 agreement of the highway act 1980.

The trigger point for both the s278 works and the s106 contribution would be prior to commencement of development.

CONCLUSION

The proposed development is acceptable in principle subject to the delivery of the above mitigation measures.

Conditions and informatives are recommended.