

**Item 4c**                      **14/00140/FUL**

**Case Officer**            **Caron Taylor**

**Ward**                        **Coppull**

**Proposal**                 **Residential development of 11 no. affordable dwellings (5 houses and 6 apartments) and associated access and parking**

**Location**                **Royal Scot Station Road Coppull Chorley PR7 4PZ**

**Applicant**                **J B Loughlin (Construction) Ltd And Progress Housing**

**Consultation expiry: 21<sup>st</sup> March 2014**

**Application expiry: 23<sup>rd</sup> May 2014**

### **Proposal**

1. Residential development of 11 no. affordable dwellings (5 houses and 6 apartments) and associated access and parking.

### **Recommendation**

2. It is recommended that this application is granted conditional planning approval.

### **Main Issues**

3. The main issues for consideration in respect of this planning application are:
  - Principle of the development
  - Impact on neighbour amenity
  - Design and layout
  - Density
  - Viability
  - Ecology, trees and landscape
  - Impact on highway, access and parking
  - Proximity of Railway
  - Flood Risk
  - Contamination and coal mines
  - Drainage and sewers
  - Affordable Housing
  - Community Infrastructure Levy

### **Representations**

4. Three letters of objection have been received on the following grounds:
  - The previously approved proposal was not objected to as it had an appropriate number of dwelling for the location and the architectural merit and general design was harmonious and acceptable to the area;
  - The scale, appearance and design of the development are inappropriate for the immediate surrounding area;
  - The proposal is of a density that is not in keeping with Station Road/Alder Grove;
  - It will add considerably to the traffic issues that currently arise when leaving Station Road/Alder Grove;

- The design and appearance of the proposal is in stark contrast to the existing properties on Station Road and surrounding area. The architectural merit of the proposal is lacking in any aesthetic appeal and does not sit well with the existing properties, and arguably detracts from the nature of the whole surrounding area. The previous proposal would have added rather than detracted from the area;
- The impact on the area, currently a quiet street and area, would be considerable due to the proposed number of dwellings. There will be a significant increase in the volume of traffic and no doubt an increase in noise and distribution in an otherwise peaceful location;
- There will be safety and parking issues due to the increase in traffic. Exiting from Station Road/Alder Grove has been more problematic since the development on the former factory site near the former Barons Caravans due to an increase in traffic down Lancaster Street. The proposed development would exacerbate this;
- The character of the area will not be enhanced by the application in its current form and scale and it is inappropriate for the area;
- It is over intensification of what is already a small site;
- The previously approved application was for eight houses, this proposal increases it by three to eleven, including six apartments which increases the amount of parking not only from residents but also visitors and it will result in further access problems getting out of Station Road at peak times;
- Also HGVs often go down the road and then realise they do not meet the height restriction so have to find somewhere to turn round and they therefore come up station road and then manoeuvre around Alder Grove and the parked cars. One such manoeuvre caused damage to a front wall;
- The previous proposal was for family accommodation which was in keeping with the area

5. Adlington Town Council

State it should be left for neighbours' comments.

**Consultations**

6. **United Utilities**

Have no objection to the proposal subject to drainage conditions.

7. **Lancashire County Council (Highways)**

8. Access

The site has its main access to Station Road, but this would only mainly be used by residents of the apartments as the proposed 2-bed houses have direct frontage to Station Road. While they have no issues with the proposed main access, visibility to the north of the access would require regular maintenance by pruning of the adjacent trees, which they noted to be outside the applicant's boundary.

9. Layout

The layout of the 2-bed houses is such that vehicles are likely to reverse onto the highway to exit the parking bays. A large section of the proposed footway would also have to be dropped as a result. Also, each of the two houses closest to the main access would have to use two of the communal spaces provided at the rear due to inadequacy of the frontage parking provision. Although this would present a slight inconvenience for residents of these two properties, they consider that the communal parking area is within an acceptable walking distance and would therefore not object to this aspect of the proposal. Meanwhile, the proposed 1.8m footway would be unacceptable. The proposed footway should be widened to 2.0m and extended north to tie-in with the existing footpath opposite Alder Grove to facilitate pedestrian access between the site and Spendmore Lane.

#### 10. Parking

Apart from two of the 2-bed houses having to use the communal space as highlighted above, parking provision seems to have accorded with the Chorley Council Parking Standard. However, the proposed visitor parking should be modified into a standard disabled parking bay with its approved markings. Once this is done, they would have no objections to the applicant's parking provision.

#### 11. Pedestrians and Cyclists

The footway extension described above should assist pedestrians from the development to get to Spendmore Lane and to the nearby bus stop. They would consider this essential for the development without which Highways would seek to object to the proposal. There is need for secured and covered cycle storage in the development in respect of the apartments. As such, this should be incorporated in the proposal to accommodate storage of 6no cycles, i.e. on a ratio of one cycle to each dwelling.

12. Overall, in as much as they do not wish to object to the proposed development, it would appear from LCC Highways adoption records the applicant's proposed site layout may have breached the highway boundary. They would therefore recommend that approval of the application be resisted until this issue is resolved.

#### 13. **Chorley's Waste & Contaminated Land Officer**

Note the submitted desk study report, which is a satisfactory Phase 1 assessment. They agree with the recommendations in the report for some further site investigation, to determine if any/what remediation is required as there is potential for ground contamination at the site and recommend a condition.

#### 14. **Environmental Health**

A noise and vibration report was submitted with the previously approved application. An updated report has been submitted and states that there are no changes to the noise climate since this report.

15. The details contained in the report are representative of the noise sources that any new occupant of any new dwelling would be exposed to (according to the consultant's report).
16. Therefore, with this in mind they would make no further comment other than to suggest that the mitigation measures and proposals outlined in the report should be fully implemented by the applicant.

#### 17. **Network Rail**

Request conditions relating to the detail of the disposal of surface and foul water drainage, levels, earthworks and excavations in relation to the railway to be submitted and approved.

18. They give advice on the use of scaffolding in proximity to the railway and advise that the potential for noise/vibration from the railway that should be assessed. They also state that there could be a minimum 2m gap between buildings and structures on the site and the boundary fence with the railway.

#### 19. **Chorley Council Planning Policy on Public Open Space**

State there is justification for a financial contribution from the site as follows:

## 20. Amenity Greenspace

Emerging Local Plan Policy HS4A sets a standard of 0.73 hectares per 1,000 population. There is currently a deficit of provision in Coppull in relation to this standard, a contribution towards new provision in the settlement is therefore required from this development. The amount required is £1,540.

## 21. Provision for children/young people

Emerging Local Plan Policy HS4A sets a standard of 0.08 hectares per 1,000 population. There is currently a surplus of provision in Coppull in relation to this standard and the site is within the accessibility catchment (800m) of an area of provision for children/young people. A contribution towards new provision in the settlement is therefore not required from this development. However, there are areas of provision for children/young people within the accessibility catchment that are identified as being low quality and/or low value in the Open Space Study (sites 1360.1 – Brookside, 1363.1 – Longfield Ave). A contribution towards improvements to these sites is therefore required from this development. The amount required is £1,474.

## 22. Parks and Gardens

There is no requirement to provide a new park or garden on-site within this development. There are no parks/gardens within the accessibility catchment (1,000m) of this site identified as being low quality and/or low value in the Open Space Study therefore a contribution towards improving existing provision is not required.

## 23. Natural and Semi-Natural Greenspace

There is no requirement to provide new natural/semi natural greenspace on-site within this development. The site is within the accessibility catchment (800m) of areas of natural/semi-natural greenspace that are identified as being low quality and/or low value in the Open Space Study (sites 1728 – Reservoir Mill Lane, 1372 – Tanyard Close), a contribution towards improving these sites is therefore required. The amount required is £6,127.

## 24. Allotments

There is no requirement to provide allotment provision on site within this development. The site is within the accessibility catchment (10 minutes' drive time) of allotments that are identified as being low quality and/or low value in the Open Space Study (sites 1647 – Chapel Lane, 1644 – Whittam Road, Chorley, 1646 – Worthy Street, Chorley). A contribution towards improving the quality/value of these sites is therefore required from this development. The amount required is £165.

## 25. Playing Pitches

A Playing Pitch Strategy was published in June 2012 which identifies a Borough wide deficit of playing pitches but states that the majority of this deficit can be met by improving existing pitches. A financial contribution towards the improvement of existing playing pitches is therefore required from this development. The Playing Pitch Strategy includes an Action Plan which identifies sites that need improvements. The amount required is £17,589.

26. The total financial contribution required from the development is £26,895.

## 27. **LCC Archaeology**

The 1st Edition Ordnance Survey 1:10560 map (Lancashire Sheet 85, surveyed 1845-6) shows the site to have been occupied by a number of buildings, whose function and date of construction is unknown. The 1:2500 1st Edition OS (Lancashire Sheet 85.03) surveyed in 1892 shows the above buildings to have been demolished and the site to now be occupied by the Public House and two terraces to the east and north of the Public House, which survived at least until the 1960s, when they are still visible on aerial photographs of the site. The site is considered to have

the potential to contain structural remains of the 19th century buildings, as well as possible earlier use of the site.

Lancashire County Archaeology Service would therefore recommend a condition be attached to any planning permission that may be granted to secure the implementation of a programme of archaeological work in accordance with a written scheme of investigation.

## **28. Police Architectural Liaison Officer**

In the past this location suffered from youths causing anti-social behaviour on and along the underpass of the main North West Rail Link. They were involved to a great extent with the stopping up of the underpass and over time the anti-social behaviour became little to non-existent. The closure was challenged by a local resident and has been subject to hearings and latterly passed to the Home Office for consideration. To the best of their knowledge the underpass remains closed. Should this prove not to be the case in the future, they are sure that the previous problems will become the norm causing considerable problems for the residents of the proposed new development. In particular the proposed new housing near to the underpass in question.

29. As a direct result of their knowledge of the above they contacted the Architects and were advised that it is the intention to develop the site to full Secured by Design specification. Whilst this would not in its self, prevent any anti-social behaviour should the underpass be reopened, it would considerably reduce the risk of the occupants becoming victim of crime and reduce the fear of crime.

## **30. Lancashire County Council (Education)**

Have requested a contribution towards four primary school places of £48,118.

## **Assessment**

### Principle of the development

31. The application site is situated in the settlement of Coppull. It previously had the Royal Scot public house on it but this has now been demolished.
32. In February 2011 planning permission was granted for demolition of the existing derelict public house and erection of 8no dwelling houses and associated car parking (ref: 10/00746/FUL). The conditions of this application were discharged (ref: 11/00386/DIS) and the public house was demolished under this permission. This permission has therefore been implemented and remains extant.
33. The principle of redevelopment of the site for housing has therefore been established by the above permission.

### Impact on Neighbour Amenity

34. The proposed development will be closest to four existing neighbouring properties. Number 1 Alder Grove is a detached property that side onto the site and is at a higher level. The main windows in this property face north and south, not directly onto the side. Although it has a conservatory on its side elevation it is diagonally opposite the site and its relationship with the block of flats is therefore considered acceptable.
35. Number 2 Alder Grove is a semi-detached bungalow that is also side onto the site. It is also situated at a higher level than the application site and there is a conifer hedge approximately 3m high on its side boundary screening the property from the site. It is not therefore considered that the proposal will have a detrimental impact on this property.
36. Numbers 6 and 11 Station Road are a pair of semi-detached properties, plots 1 and 2 will directly face these properties, but will look onto the front gardens of the bungalows which are already open to views from the street. It is not therefore considered that the proposal will have a detrimental impact on these properties.

37. The proposal is therefore considered acceptable in terms of the impact on the adjacent properties.

#### Design and Layout

38. The previous permission proposed eight dwellings, two pairs of semi-detached houses facing Station Road with their own driveways and a row of four mews houses facing the open space/Station Road to the northeast with a parking court to the front.
39. The current proposal is for one pair of semi-detached properties and one row of three mews houses facing Station Road and one block of six apartments, three storeys high with a row of parking spaces to the rear.
40. The site is situated in a prominent location between Spendmore Lane, Station Road and the West Coast Main Line adjacent to an area of open space. Other than the immediate properties that will look onto the site, the main views to passers-by will be from the north/northwest as they travel down Spendmore Lane and under the railway bridge.
41. The site slopes down away from the railway, there being a 2m difference between the highest and lowest part of the site, the properties on plot 1 nearest the railway will therefore have the highest floor level and the other properties on plots 2-5 facing Station Road will step down away from the railway.
42. The apartment block will be three-storey in height, but this is considered acceptable on a prominent corner location. In addition, due to the difference in levels across the site the finished floor level of the apartments will be 2m lower than the finished floor level of the highest property on plot 1.
43. The properties will mainly be viewed in the context of other properties. Their design is traditional, the dwellings being two-storey with a pitched roof with a canopy over the front door. The level difference across the site will add interest to the design with the ridge line of each property on plots 1 to 5 setting down as the levels drop away from the railway line. The apartments will be of similar design but with a fully hipped roof which will reduce their bulk. There is not an overriding style or design of properties in the immediate area but rather a wide range of properties including older terraced and detached properties on Spendmore Lane, a range of semi-detached, bungalows and terraced properties on Lancaster Street, bungalows on Station Road and modern detached properties on Alder Grove and the design and layout is therefore considered acceptable. The parking area for the properties will abut with the existing open space, although it will be screened to some degree by trees and grassed mounds on the adjacent open space, the boundary treatment on this side is considered particularly important and so a condition is proposed controlling boundary treatments and landscaping to ensure this is acceptable.
44. It is considered acceptable materials could be sourced for the development that would be in keeping with the area and a condition is proposed requiring these to be approved.
45. The site is currently a cleared derelict site and the proposed design and layout is considered acceptable.

#### Density

46. The density of the proposal is equivalent to 66 dwellings per hectare. Although this is relatively high, this is because six of the units are in one block of apartments. The design and layout of the proposal has been found to be acceptable.

#### Viability

47. The Council's Planning Policy Officer advises that there is justification for a payment to public open space from the site of £26,895. In addition, Policy 27 of the Core Strategy requires new

homes to be built to Level 4 of the Code for Sustainable Homes and reduce the carbon emission of predicted energy use by at least 15% or include additional building fabric insulation.

48. The applicant has submitted a viability assessment with the application. This has been assessed by the Council's property services supplier and they advise that there are no additional funds to pay the public open space contribution or to build the properties to so that they would meet Policy 27 either Code Level 4 or the carbon reduction element, but rather they could only be built to Code Level 3.
49. The viability is therefore accepted and a condition requiring the properties to be built to Code Level 3 is proposed and no contribution to public open space is requested.

#### Ecology, Trees and Landscape

50. The site has been cleared following demolition of the public house. There is no vegetation on the site and the vegetation outside the site will remain as exists.

#### Impact on Highways, Access and Parking

51. The proposed development will utilise the existing access from Station Road which served the former Public House. The levels of traffic likely to be generated from the development are considered to be similar or less than when the site was operating as a public house.
52. Amended plans have been received widening the footway on the frontage to Station Road as requested by LCC Highways. It has also been extended to the north to meet the existing footpath across the existing open space as advised. LCC Highways state this can be achieved through a Section 278 agreement under the Highways Act. A covered cycle store has also been added for the apartments.
53. Each property will benefit from two off road parking spaces, either in the curtilage of the properties or in a parking court to the rear, which is in accordance with the Council's parking standards (Policy ST4 of the emerging Local Plan 2012-2026). The parking has been rearranged on the amended plans so the visitor space is at the end of the row of spaces and therefore has a hatched area next to it to allow it to be used as a disabled bay if required. It is not considered reasonable to require this bay to be retained only as a disabled bay as it would then result in no visitor parking for non-disabled drivers or passengers.
54. LCC's comments regarding the highway boundary being breached are noted, however this has been checked on the adopted plans and the proposal does not breach it, in addition the footway location is the same as the previously approved scheme.
55. The amended plans are therefore considered acceptable in terms of highways.

#### Proximity of Railway

56. Network Rail have suggested conditions be applied to any permission given the proximity of the development to the West Coast Mainline, these are proposed. It has been confirmed with the applicant that there is a 2m gap between the nearest part of Plot 1 and the railway boundary as Network Rail require.
57. In terms of the proximity of the railway a noise and vibration assessment accompanies the application which allows the Council to assess the impact of the railway on the proposed properties. The report recommends glazing / ventilation types to the properties and these are proposed by a condition.
58. The proposal is therefore considered acceptable in terms of noise and vibration from the railway.

### Flood Risk

59. The site is not within Flood Zone 2 or 3 as identified by the Environment Agency nor is in over 1ha in size. A Flood Risk Assessment is therefore not required.

### Contamination and Coal Mines

60. The site is in a Low Risk Area as identified by The Coal Authority and therefore an informative note is required to be attached to any permission.

61. A Phase 1 assessment has been submitted with the application to the satisfaction of the Council's Contaminated Land Officer. They agree with the recommendations in the report for some further site investigation and a condition is proposed to secure this.

62. The proposal is therefore considered acceptable in relation to these matters.

### Drainage and Sewers

63. United Utilities have no objection to the proposal subject to conditions requiring details of foul and surface water drainage to be submitted to and approved by the Council.

### Affordable Housing

64. The application is proposing 100% affordable housing on the site. Policy 7 of the adopted Core Strategy only requires affordable housing on schemes of 15 or more dwellings or sites over 0.5hectares which is not the case in respect of this site. As such a Section 106 obligation in respect of affordable housing is not justified. However, in this case a viability assessment has been submitted and accepted showing that the normally required public open space contribution and Code Level 4 cannot be met on this site on viability grounds due to them being affordable units. As dispensation has been given on the grounds that the houses are affordable and being provided by a Registered Provider it is considered necessary to condition that all the houses are built as affordable units, otherwise the site could be sold on to a normal developer (a non-Registered Provider) and built out as non-affordable units without a public open space contribution and only at Code Level 3 when both a public open space contribution and required Code Level are likely to be viable on a 100% open market scheme. A condition is therefore proposed restricting the scheme to affordable housing units by a Registered Provider.

### Community Infrastructure Levy

65. Lancashire County Council has requested a contribution to education from the application. However, since the 1<sup>st</sup> September 2013 this has been covered by the Community Infrastructure Levy (CIL) and the Council cannot 'double charge' by asking for a contribution through a legal agreement.

66. The development is CIL liable but the developer can apply for an exemption as the development is for affordable housing, however, this does not allow the Council to alternatively secure a contribution through a legal agreement.

### Other Issues

67. Lancashire County Council Archaeology Service has requested the implementation of a programme of archaeological work.

68. The site already benefits from an extant permission and this condition was not requested by LCC Archaeology at the time of the previous application. The Council's Conservation Officer has therefore been asked to consider the request. They advise that the 19th Century buildings that are referred to are the Royal Scot pub itself, formerly known as the Railway Hotel, and some adjacent cottages. All have now been demolished, the cottages some time ago. That being the case they see no reason to require an archaeological survey of a cleared site, particularly as it is only of 19th Century origin and of no particular historic interest.



69. It is not therefore considered reasonable to require the requested condition.

### **Overall Conclusion**

70. It is considered that the proposed development is acceptable in that it will provide housing on a currently derelict site.

71. As such, the proposed development is recommended for approval subject to planning conditions.

### **Planning Policies**

#### National Planning Policies:

The National Planning Policy Framework.

#### Adopted Chorley Borough Local Plan Review

Policies: GN1, GN5

#### Joint Core Strategy

Policies: 5, 7, 17, 27

### **Planning History**

**09/00882/FUL** Demolition of public house & erection of eight 3 storey mews houses with associated works. Withdrawn December 2009.

**10/00746/FUL** Proposed demolition of existing derelict public house and erection of 8no dwelling houses and associated car parking. February 2011.

**11/00386/DIS** Application to discharge conditions 2 (ground surfacing materials), 4 (ground contamination), 6 (fencing and wall details), 8 (landscaping scheme), 12 (external facing materials), 14 (archaeological work), 17 (landscaping biodiversity scheme) and 21 (Design Stage assessment) of planning approval 10/00746/FUL. Discharge July 2011.

**Recommendation: Permit Full Planning permission  
Conditions to Follow**