

## **APPLICATION REPORT – 17/00529/OUT**

**Validation Date: 24 May 2017**

**Ward: Coppull**

**Type of Application: Outline Planning**

**Proposal: Outline application for up to 4 dwellings following demolition of existing dwelling and outbuildings (with all matters reserved)**

**Location: 122 Chapel Lane Coppull Chorley PR7 4PN**

**Case Officer: Mr Iain Crossland**

**Applicant: Mr T & Mr P Hart**

**Agent: Peter E Gilkes & Co**

**Consultation expiry: 15 June 2017**

**Decision due by: 19 July 2017**

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### **RECOMMENDATION**

1. It is recommended that this application is approved subject to conditions.

### **SITE DESCRIPTION**

2. The application site is located in the settlement area of Coppull on a corner plot between Lancaster Street and Chapel Lane. The site comprises a bungalow of traditional design and two outbuildings set within a sizeable garden curtilage. The locality is predominantly residential in nature with a mixture of design styles and era's in evidence. There are currently two vehicular access points from Chapel Lane. It is noted that there is a change in levels across the site with the land sloping from Chapel Lane down towards Hurst Brook.

### **DESCRIPTION OF PROPOSED DEVELOPMENT**

3. The proposed development seeks outline planning permission for the erection of four dwellinghouses, following the demolition of the existing dwelling and outbuildings. All matters are reserved.

### **REPRESENTATIONS**

4. Five letters of objection have been received. These relate to the following issues:
  - Impact on privacy, light and outlook in relation to neighbouring properties
  - Impact on highway safety
  - Increased flood risk
  - Lack of adequate detail submitted
  - Impact from noise and disturbance
  - Not in accordance with Policy HS3

### **CONSULTATIONS**

5. Greater Manchester Ecology Unit: No comments received
6. Waste & Contaminated Land: No comments received
7. Lancashire Highway Services: The proposal is acceptable in principle from highways perspective as both Chapel Lane and Lancaster Street are secondary distributor roads with residential frontages and the site currently has two vehicle accesses to Chapel Lane. Although the section of Chapel Lane fronting the site is curved as rightly pointed out by some concerned residents who provided comments on the planning application, visibility appears good and there has not been any recorded traffic accidents on this section of Chapel Lane in the past 5 years. Furthermore, these sections of Chapel Lane and Lancaster Street are currently subject to 20mph speed limit restriction.

As such, Lancashire County Council as the highway authority would not object to the three dwellings being accessed from Chapel Lane and a new access formed to Lancaster Street to serve the proposed single dwelling.

8. Lead Local Flood Authority: No comments to make
9. United Utilities: No comments received
10. Coppull Parish Council: The Parish Council expressed concerns in regard to over-intensification of the site and in particular to the access onto Chapel Lane and would like reassurances that Lancashire County Council are satisfied that the access will be safe, as this is a very busy lane and drivers already speed up and down it.

## **PLANNING CONSIDERATIONS**

### Principle of development

11. The National Planning Policy Framework (The Framework) states that housing applications should be considered in the context of the presumption in favour of sustainable development. This means that development proposals that accord with the development plan should be approved without delay.
12. Policy 1(d) of the Central Lancashire Core Strategy states that some growth and investment will be encouraged in Urban Local Service Centres to help meet housing and employment needs. Coppull is identified as one of the Urban Local Service Centres and therefore the proposed development is in line with this policy.
13. The current use of the site is as a dwellinghouse and associated garden and outbuildings. One of the core principles of the Framework is that development should be focussed in locations that are sustainable. It is considered that the site is located in a sustainable location within easy access of amenities such as shops, schools, churches and community facilities. The Framework also states that development in sustainable locations should be approved without delay.
14. Policy HS3 of the Chorley Local Plan 2012 - 2026 states that development within private residential gardens on sites not allocated for housing will only be permitted for:
  - (a) appropriately designed and located replacement dwellings where there is no more than one for one replacement.
  - (b) the conversion and extension of domestic buildings.
  - (c) infill development on gardens which is classified as the filling of a small gap in an otherwise built up street frontage which is typically a gap which could be filled by one or possibly two houses of a type in keeping with the character of the street frontage.
15. The proposed development does not specifically comply with any of criteria (a) or (b) due to the nature of what is proposed. With regards to criteria (c), the site does not meet the definition of an infill plot as it is not a small gap in a built up frontage, but rather a corner plot capable of being filled by more than two houses.

16. However, paragraph 5.29 of the preamble to Policy HS3 states that when assessing applications for garden sites the Council will also have regard to the relationship of development to the surrounding character in terms of density, siting, layout, massing, scale, design, materials building to plot ratio and landscaping. The preamble also states that the Council will have regard to sustainability issues such as access to public transport, school, businesses and local services and facilities.
17. It is noted that there are a range of dwelling types and styles in the locality from different time periods, and that the proposed development could be readily designed to reflect the siting and scale of other properties along Chapel Lane and Lancaster Street. As the indicative layout plan suggests the dwellings could be designed in such a way as to face onto Chapel Lane and Lancaster Street, whilst respecting the existing building line. The eventual scale of the properties would be expected to reflect the scale of other dwellings in the area, and could be done so whilst maintaining a building to plot ratio that reflects the character of the area. At a density of 20 dwellings per hectare the density of the proposed scheme would be low and consistent with the character of the area. The proposal for four dwellings on the site would not harm the distinctiveness of the area, subject to appropriate design.
18. Policy HS3 includes the additional sustainability criteria detailed above, and in terms of this issue there are factors which weigh in favour of the proposal. The site is located in the settlement area of Coppull with a good level of accessibility to shops, schools and other services and amenities, public transport and local employment opportunities.
19. The proposed development would not be contrary to the objectives that Policy HS3 has been designed to achieve. On this basis the principle of the development is considered to be acceptable in this case, subject to other material planning considerations.
20. Policy BNE1 of the Chorley Local Plan 2012 – 2026 states that planning permission will be granted for new development, including extensions, conversions and free standing structures, provided that the proposal does not have a significantly detrimental impact on the surrounding area by virtue of its density, siting, layout, building to plot ratio, height, scale and massing, design, orientation and use of materials.

#### Impact on character and appearance of the locality

21. The proposed development is for four dwellings to be located on the garden of 122 Chapel Lane following the demolition of the existing dwelling and outbuildings. The indicative layout plan suggests that the dwellings would be arranged and positioned so that there would be one detached dwelling facing Lancaster Street and three detached dwellings facing Chapel Lane each with individual vehicular access to the highway. An arrangement in which the proposed dwellings face onto Lancaster Street and Chapel Lane would have a positive impact in terms of creating an active street frontage and contributing to the character of the area.
22. The existing dwelling on the site is a bungalow of traditional design style faced in white render, with an unusually large garden. The dwelling and garden are not consistent with other properties in the area, which has evolved over the years to include significant number of detached and semi-detached dwellings of modern design style.
23. In terms of the eventual design and appearance of dwellings that would be appropriate to this site the surrounding dwellings provide some cues as to an appropriate scale and building to plot ratio. It is anticipated that any dwellings on the site would be two storeys in height with dual pitched roofs. It would be appropriate for any proposed dwellings to be of traditional or modern appearance. Red brick is the most prominent local facing material.
24. The indicative positioning of the proposed dwellings would be consistent in terms of their siting, and would be consistent with the street scene and character of the area. The indicative site plan suggests that adequate residential curtilage would be provided with adequate space for parking and general amenity. No landscaping or boundary scheme is

included at this stage, however, this will form an important component as regards the details of the eventual development.

25. It is anticipated that four appropriately designed dwellings could be accommodated on this site, without detriment to the appearance of the site and character of the street scene and wider area.

#### Impact on neighbour amenity

26. The application seeks outline planning permission at this stage, however, an indicative site plan has been submitted that details the possible layout of the eventual scheme. The application site is bound by dwellings to the south and west. The dwelling to the west at 56 Lancaster Street is immediately adjacent to the site and the dwelling at plot 1 would be positioned immediately adjacent to and in line with 56 Lancaster Street. As such it would not be particularly visible from any windows to habitable rooms at this dwelling and could be designed so as to form an acceptable relationship with this neighbouring property.

27. Dwellinghouses at 1 to 6 Hurst Brook bound the site to the south. These already face the domestic garden to 122 Chapel Lane. The indicative site plans demonstrates that plot 1 would be located some 23m from the garden boundary with these dwellings and would have an acceptable relationship. Plot 4 would have a side elevation facing the rear of 2 Hurst Brook, and would share a garden boundary with 1 to 5 Hurst Brook. The indicative position of plot 4 would be approximately 11m to the north of 2 Hurst Brook at its closest point. Although there would be no impact on light due to the relative positioning and the impact on privacy could be managed through appropriate design, there would be some impact on outlook from the rear of 2 Hurst Brook and to a lesser extent at 1 Hurst Brook. As such the eventual siting of any dwelling at this plot should be at least 12m from the ground floor rear elevation of 2 Hurst Brook, unless the dwelling at plot 4 is a bungalow. This can be achieved within the available space without affecting the development potential of the site for four detached dwellings.

28. A full assessment of the impact on the amenity of the neighbouring occupiers would be carried out at reserved matters stage or in the event of an application for full planning permission. It is considered that four dwellings could be designed in positioned in a layout similar to that shown on the indicative site plan without causing any unacceptable impact to the occupiers of the neighbouring dwellings.

29. Some concerns have been raised in relation to the potential noise and disturbance created as a result of the proposed development. Although it is acknowledged that the implementation phase of a development can result in some disturbance and inconvenience to local residents, this is a temporary situation, and does not form part of the planning assessment. Once any development is complete the addition of four dwellinghouses is likely to have a similar impact on noise and disturbance to that created by other existing dwellinghouses in the neighbourhood, which are in close proximity to the neighbouring properties. Residential development is generally the most compatible form of development in a residential area.

#### Highway impact and access

30. The proposed development is seeking approval to demolish the existing buildings on site and develop four detached houses, one with access to Lancaster Street and three with access to Chapel Lane. At this point, all matters of the proposal are reserved for future consideration.

31. Both Chapel Lane and Lancaster Street are secondary distributor roads with residential frontages and the site currently has two vehicle accesses to Chapel Lane. Although the section of Chapel Lane fronting the site is curved, as highlighted by some of the representations received, visibility appears good and there has not been any recorded traffic accidents on this section of Chapel Lane in the past 5 years. Furthermore, these sections of Chapel Lane and Lancaster Street are currently subject to 20mph speed limit restriction.

32. As such Lancashire County Council, as the highway authority, have no objection to the three dwellings being accessed from Chapel Lane and a new access formed to Lancaster Street to serve the proposed single dwelling. It should be noted that a through access would not be permitted through the site to connect the two streets.
33. In terms of the parking requirement off-street car parking should be in accordance with the current Chorley Council parking standard set out in Appendix A of the Chorley Local Plan 2012 - 2026, which requires two parking spaces per three bedroomed dwelling and three parking spaces per four or more bedroomed dwelling. The layout of any reserved matters application to be submitted would be checked for compliance with current guidance and policies to ensure safety, however, it is considered that given the indicative layout and site area these standard could be achieved.
34. It is noted that the LCC Highways Officer considers that the proposal is acceptable and that the highway authority has no objection to the proposed development.

#### Flood risk

35. It is noted that the site slopes from Lancaster Lane down towards Hurst Brook and that surface water would naturally run off in the direction of Hurst Brook. It is also noted that although there are areas of hardstanding and built development on the site, these are likely to increase as a result of the development of four dwellings.
36. Paragraph 103 of the National Planning Policy Framework (NPPF) and Written Statement on Sustainable Drainage Systems (HCWS161) requires that surface water arising from a developed site should, as far as it is practicable, be managed in a sustainable manner to mimic surface water flows arising from the site prior to the proposed development, whilst reducing flood risk to the site itself and elsewhere, taking climate change into account.
37. Site surface water drainage should be designed in line with the Non-Statutory Technical Standards for Sustainable Drainage Systems and Planning Practice Guidance, including restricting developed discharge of surface water to greenfield runoff rates making suitable allowances for climate change and urban creep, managing surface water as close to the surface as possible and prioritising infiltration as a means of surface water disposal where possible.
38. Regardless of the site's status as greenfield or brownfield land, surface water discharge from the developed site should be as close to the greenfield runoff rate as is reasonably practicable in accordance with Standard 2 and Standard 3 of the Non-Statutory Technical Standards for Sustainable Drainage Systems.
39. Sustainable drainage systems offer significant advantages over conventional piped drainage systems in reducing flood risk by attenuating the rate and quantity of surface water run-off from a site, promoting groundwater recharge absorbing diffuse pollutants and improving water quality.
40. The wide variety of available sustainable drainage techniques means that virtually any development should be able to include a scheme based around these principles and provide multiple benefits, reducing costs and maintenance needs. It is recommended that a condition is attached to any grant of planning permission requiring details of a surface water drainage scheme either as part of the first reserved matters application or prior to the commencement of the development.

#### Public Open Space

41. In line with Local Plan Policy HS4 a contribution towards the provision or improvement of public open space (POS) would be required to address local needs. The Councils agreed approach is to only seek contributions towards provision for children/young people on developments of 10 dwellings or fewer. There is a surplus of provision of this typology in Coppull therefore a contribution towards new provision is not required. The approach would therefore be to improve existing facilities in the catchment. However, there are no sites

within the accessibility catchment (800m) of this site that need improving therefore a contribution towards improvements is also not required.

Other matters

42. Lack of adequate detail submitted: The planning application is in outline only with all matters reserved. An application for outline planning permission allows for a decision on the general principles of how a site can be developed. Outline planning permission is granted subject to conditions requiring the subsequent approval of one or more 'reserved matters', at which stage greater detail would be submitted for the Council's consideration. Only information about the proposed use or uses, and the amount of development proposed for each use, is necessary to allow consideration of an application for outline planning permission. It is considered that in this instance adequate information has been submitted in support of the application to determine the general principles of the proposed development on the site in question.

**CONCLUSION**

- 43. It is considered that the 'principle' of four dwellings on this site is acceptable due to the sustainable credentials of the site and its characteristics. It is considered that four dwellings could be designed and positioned without causing undue harm to the appearance and character of the area and impact on neighbour amenity.
- 44. In addition it is considered that adequate parking could be provided and that there would be no unacceptable harm to highway safety. On the basis of the above, it is recommended that planning permission be granted.

**RELEVANT POLICIES:** In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Local Plan 2012-2026 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposal has had regard to guidance contained within the National Planning Policy Framework (the Framework) and the development plan. The specific policies/guidance considerations are contained within the body of the report.

**RELEVANT HISTORY OF THE SITE**

**Ref:** 80/00714/FUL **Decision:** PERFPP **Decision Date:** 10 September 1980  
**Description:** Garage for caravan and car

Suggested Conditions

| No. | Condition   |
|-----|---|
| 1.  | <p>An application for approval of the reserved matters (namely the access, appearance, layout, scale and landscaping of the site) must be made to the Council before the expiration of three years from the date of this permission and the development hereby permitted must be begun two years from the date of approval of the last of the reserved matters to be approved.</p> <p>Reason: This condition is required to be imposed by the provisions of Article 3 (1) of the Town and Country Planning (General Development Procedure) Order 1995 and Section 92 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.</p> |
| 2.  | <p>No part of the development hereby approved shall be occupied until the approved scheme for the construction of the site access has been constructed and completed in accordance with the scheme details.</p> <p>Reason: In order that the traffic generated by the development does not exacerbate unsatisfactory highway conditions in advance of the completion of the</p>   |

|               | highway scheme/works.   |                      |                          |                      |               |     |             |
|---------------|---|----------------------|--------------------------|----------------------|---------------|-----|-------------|
| 3.            | <p>The development shall be limited to no more than four new dwellinghouses and shall be carried out in accordance with the following plans:</p> <table border="1"> <thead> <tr> <th><b>Title</b></th> <th><b>Drawing Reference</b></th> <th><b>Received date</b></th> </tr> </thead> <tbody> <tr> <td>Location Plan</td> <td>N/A</td> <td>23 May 2017</td> </tr> </tbody> </table> <p>Reason: For the avoidance of doubt and in the interests of proper planning</p>   | <b>Title</b>         | <b>Drawing Reference</b> | <b>Received date</b> | Location Plan | N/A | 23 May 2017 |
| <b>Title</b>  | <b>Drawing Reference</b>  | <b>Received date</b> |                          |                      |               |     |             |
| Location Plan | N/A   | 23 May 2017          |                          |                      |               |     |             |
| 4.            | <p>All landscaping works shall be carried out in accordance with the approved details within the first planting and seeding seasons following the occupation of any buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.</p> <p>Reason: To ensure that a satisfactory landscaping scheme for the development is carried out to mitigate the impact of the development and secure a high quality design.</p>   |                      |                          |                      |               |     |             |
| 5.            | <p>Either as part of the one of the reserved matters applications or prior to the commencement of the development details that the driveways/hardsurfacing areas for each of the dwellings shall be provided and approved in writing by the Local Planning Authority. This shall include details of their construction using permeable materials on a permeable base (under-drained areas can be used if ground conditions do not suit). The driveways/hardsurfaced areas shall then be provided in accordance with the approved details prior to occupation of each of the properties. The materials shall be maintained in perpetuity thereafter.</p> <p>Reason: In the interests of highway safety and to prevent flooding.</p>  |                      |                          |                      |               |     |             |
| 6.            | <p>Either as part of one of the reserved matters applications or prior to the commencement of the development the following details shall be submitted to and approved in writing by the Local Planning Authority:</p> <ol style="list-style-type: none"> <li>a) Details of the colour, form and texture of all external facing materials to the proposed dwelling</li> <li>b) Details of the colour, form and texture of all hard ground- surfacing materials.</li> <li>c) Location, design and materials of all fences, walls and other boundary treatments.</li> <li>d) The finished floor level of the proposed dwelling and any detached garages</li> </ol> <p>The development thereafter shall be completed in accordance with the approved details. Prior to the first occupation of the dwelling hereby permitted all fences and walls shown in the approved details to bound its plot shall have been erected in conformity with the approved details.</p> <p>Reason: In the interests of the visual amenities and character of the area and to provide reasonable standards of privacy to residents</p> |                      |                          |                      |               |     |             |
| 7.            | <p>Either as part of the first reserved matters application or prior to the commencement of the development the following details shall be submitted to, and approved in writing by, the local planning authority, in consultation with the Lead Local Flood Authority.</p> <p>Surface water drainage scheme which as a minimum shall include:</p> <ol style="list-style-type: none"> <li>a) Information about the lifetime of the development design storm period and</li> </ol>   |                      |                          |                      |               |     |             |

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|-----|--|
|     | <p>intensity (1 in 30 &amp; 1 in 100 year + allowance for climate change – see EA advice Flood risk assessments: climate change allowances'), discharge rates and volumes (both pre and post development), temporary storage facilities, means of access for maintenance and easements where applicable, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of floor levels in AOD;</p> <p>b) The drainage scheme should demonstrate that the surface water run-off must not exceed the existing greenfield rate. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed;</p> <p>c) Any works required off-site to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant);</p> <p>d) Flood water exceedance routes, both on and off site;</p> <p>e) A timetable for implementation, including phasing where applicable;</p> <p>f) Site investigation and test results to confirm infiltrations rates;</p> <p>g) Details of water quality controls, where applicable.</p> <p>The scheme shall be fully implemented and subsequently maintained, in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.</p> <p>Reason<br/>This condition is required for the following reasons:</p> <ol style="list-style-type: none"> <li>1. To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site.</li> <li>2. To reduce the risk of flooding to the proposed development, elsewhere and to future users.</li> <li>3. To ensure that water quality is not detrimentally impacted by the development proposal.</li> </ol> |
| 8.  | <p>No development hereby permitted shall be occupied until the sustainable drainage scheme for the site has been completed in accordance with the submitted details.</p> <p>Reasons</p> <ol style="list-style-type: none"> <li>1. To ensure that the drainage for the proposed development can be adequately maintained.</li> <li>2. To ensure that there is no flood risk on- or off-the site resulting from the proposed development or resulting from inadequate the maintenance of the sustainable drainage system.</li> </ol>   |
| 9.  | <p>All new dwellings are required to achieve a minimum Dwelling Emission Rate of 19% above 2013 Building Regulations.</p> <p>Reason: Policy 27 of the Adopted Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4 however following the Deregulation Bill 2015 receiving Royal Assent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. However as Policy 27 is an adopted Policy it is still possible to secure energy efficiency reduction as part of new residential schemes in the interests of minimising the environmental impact of the development.</p>  |
| 10. | <p>Either as part of the any reserved matters application or prior to the commencement of the development details shall be submitted to and approved in writing by the Local Planning Authority demonstrating that each dwelling will meet the required Dwelling Emission Rate. The development thereafter shall be completed in accordance with the approved details.</p>   |

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|-----|---|
|     | <p>Reason: Policy 27 of the Adopted Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4 however following the Deregulation Bill 2015 receiving Royal Assent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. However as Policy 27 is an adopted Policy it is still possible to secure energy efficiency reductions as part of new residential schemes in the interests of minimising the environmental impact of the development. This needs to be provided prior to the commencement so it can be assured that the design meets the required dwelling emission rate.</p>  |
| 11. | <p>No dwelling hereby approved shall be occupied until a SAP assessment (Standard Assessment Procedure), or other alternative proof of compliance (which has been previously agreed in writing by the Local Planning Authority) such as an Energy Performance Certificate, has been submitted to and approved in writing by the Local Planning Authority demonstrating that the dwelling has achieved the required Dwelling Emission Rate.</p> <p>Reason: Policy 27 of the Adopted Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4 however following the Deregulation Bill 2015 receiving Royal Assent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. However as Policy 27 is an adopted Policy it is still possible to secure energy efficiency reductions as part of new residential schemes in the interests of minimising the environmental impact of the development.</p> |
| 12. | <p>No tree felling, vegetation clearance works, or other works that may affect nesting birds shall take place between 1st March and 31st August inclusive, unless surveys by a competent ecologist show that nesting birds would not be affected.</p> <p>Reason: Nesting birds are a protected species.</p>   |