

APPLICATION REPORT – 17/00411/OUTMAJ

Validation Date: 13 April 2017

Ward: Adlington And Anderton

Type of Application: Major Outline Planning

Proposal: Outline application for residential development for up to 25 dwellings with all matters reserved save for access from Carrington Road.

Location: Land At Carrington Road Adlington

Case Officer: Mike Halsall

Authorising Officer: CT

Applicant: Hollins Strategic Land

Agent: Sedgwick Associates

Consultation expiry: 31 May 2017

Decision due by: 22 September 2017

RECOMMENDATION

1.1 The outline application is recommended for refusal.

SITE DESCRIPTION

1.2 The application site forms part of an area designated as Safeguarded Land within the Chorley Council Local Plan. The site is relatively flat, is previously undeveloped and consists of grassland with trees and shrubs around the perimeter and scrub is beginning to colonise the land. The site is relatively well contained, bordered by allotment gardens to the north east, residential properties to the south east and south west and there is a sand quarry present off the north western site boundary.

DESCRIPTION OF PROPOSED DEVELOPMENT

1.3 The applicant is seeking outline planning permission for erection of 25 dwellings with all matters reserved apart from a new access from Carrington Road. The proposal includes a range of dwelling types and sizes, including larger homes and smaller dwellings which will include both market and affordable homes. The access strategy is to utilise Carrington Road, which currently runs up to the boundary of the site with the creation of two internal cul-de-sacs to access the dwellings. Open space provision is included in the development to the northwest corner of the site and additional tree planting is also proposed. The existing hedgerow would be maintained where possible.

REPRESENTATIONS

1.4 46 objections have been received which raise the following concerns:

- Additional vehicles using Park Road and Carrington Road which are already congested
- Access is near a school which is a safety concern
- Green Belt land should be preserved along with the wildlife it supports
- The land is safeguarded until 2026
- One exit is not sufficient for 25 houses
- There are other more suitable sites in Adlington
- Noise, dust, highways and vibration impacts during construction work
- Structural integrity of the bridge over the canal, including heavy trucks during construction works
- Pressure will be added to local infrastructure, such as the schools and health services
- Loss of pasture land and trees
- There is a pipeline running through the site which requires a stand-off meaning a section of the site will not be able to be developed
- Inadequate sewage infrastructure
- Impact on wildlife
- The information in the Transport Statement is misleading with regards to level of movements and public transport
- Impacts upon privacy and overshadowing
- Visual impact
- Ecology surveys were undertaken at sub-optimal time of year and are not sufficient
- Site is not at low risk of flooding, the ecological report refers to marsh land and a pond
- Damage to cars parked on the road
- Surface water drainage
- Design and Access Statement refers to 11m high houses – three storeys is higher than existing properties
- Loss of Public Right of Way to the north

1.5 One response was received which neither objects nor supports the planning application but asks that surface water management forms part of the considerations. Where relevant, the above issues are dealt with within the Planning Considerations section below or are addressed by the responses of expert consultees in the following section.

CONSULTATIONS

1.6 Adlington Town Council –object to the proposed development on the following grounds:

- The site is allocated as Safeguarded Land in the Chorley Local Plan
- The only access to the site is via Park Road. All traffic to the lower end of Adlington uses this route in addition to the vehicles accessing Adlington Primary School. As a result there are often problems with access and parking along much of the road.
- All traffic using Park Road must use the canal bridge. Residents have raised concerns that the bridge is at its full capacity and is showing signs of stress related damage near to the Bridge Inn. The Town Council has recently raised concerns with the Highways Authority regarding emergency access to this section of the village as any incident near to the bridge can block off access completely.
- Adlington Primary schools are already reaching capacity and the recent Lancashire County Council Draft School Place Provision Strategy predicts a shortfall of 63 primary school places in the Adlington/Rivington area by 2022. All secondary schools are outside Adlington.
- Serious flooding problems were experienced by residents of Lower Adlington in winter 2015 and the building of additional houses is likely to exacerbate the existing drainage problems
- Residents adjacent to the site report the use of its old and thick hedgerows by a variety of bird species and hedgehogs. They also report that the nearby sand quarry has recently installed “newt nets” indicating the presence of one or more species of newt, and bats have been seen in the area. The ecological survey included with the application took place in October, which is out of season for many of these animals.

- The location of the site is not well served by public transport, as there is no regular bus service to Lower Adlington
- Any building work in this location would cause serious disruption to existing residents as the access roads are unsuitable for heavy vehicles.

The response also lists a number of concerns which residents expressed during a meeting; however, these are already covered within this report under representor comments.

- 1.7 The Coal Authority – a low risk area and therefore standing advice is applied this requires an informative is added a planning decision notice, should the application be approved.
- 1.8 Canal & River Trust – responded to state that, in summary, the site is located to the south of the Leeds and Liverpool Canal. The application details indicate that the existing surface water drain which crosses the application site would be diverted to allow for the proposed layout of the development. The existing drainage outfalls into the canal next to Rigshaw Bridge. Section 12 of the application form indicates that surface water on the site would be dealt with via a sustainable urban drainage system and the drainage strategy shows a layout with an attenuation pond within the development. Therefore, provided the development is only altering the line/route of the drain and not putting any additional flow into the diverted surface water drain which crosses the site, then this should be acceptable.
- 1.9 Environment Agency – responded with no objection to the principle of the development and made a number of comments in relation to the management of foul drainage, advising the applicant of their requirements with regards to applying for an Environmental Permit.
- 1.10 Greater Manchester Ecology Unit – responded to state that, in summary, the ecological survey undertaken in support of the planning application has been undertaken by an experienced ecological consultancy whose work is known to the Ecology Unit. The Ecology Unit has recommended conditions to be added to any grant of planning permission to ensure that recommended mitigation measures, identified within the ecological survey report, are implemented. The Unit also recommends that an Ecological Enhancement and Management Plan for this area be submitted with any reserved matters application. These details should include measures for long term monitoring, funding and details of the responsible party.
- 1.11 Regulatory Services - Environmental Health – responded to state that it has no objection to the proposed development, however if the application is approved the construction phase should comply with the Chorley Council document "Code of Practice for Construction and Demolition" which covers acceptable working hours, noise, vibration, dust and air pollution.
- 1.12 Lancashire Highway Services
- Park Road is an urban, single 2-way local access road. It is just over 800m long and serves as the arterial route to the area west of the A6 (Market Street, Market Place and Church Street). It is within a 20mph zone reinforced by road humps and is of standard width, sufficient to accommodate refuse lorries and large service vehicles and has good quality footways of adequate width on both sides. Sandy Lane and Carrington Road which would provide access to the proposed development also have 20mph speed limits, accessible by large vehicles and have footways on both sides.
 - There have been no recorded traffic incidents on Park Road or indeed Sandy Lane and Carrington Road in the past 5 years and although parking currently takes place on both sides of these roads, especially Park Road, this is not unusual in areas where the road is lined predominantly with terraced houses with no off-street parking provision and where the primary function of the road is to provide residential access. It was noted during site assessments that the footways largely remained unobstructed by on-street parked vehicles. As rightly noted by residents who provided comments on the planning application, on-street parking is at its peak during school drop-off and pick-up periods on Park Road and nearby streets to the Adlington Primary School such as Stonor Road, the section of Carrington Road with junction to Stonor Road, Crook Street and Holden Street, however as is always the case with residential areas close to schools, on-street parking dissipated quickly once children have been dropped off or picked up. The

School-Keep-Clear Order outside the school was also noted to have been generally observed during the highway assessments.

- As regards the stability of White Bear Canal Bridge and its capability to sustain additional traffic trips to be generated by the proposed development, they can confirm that the bridge is owned by Lancashire County Council (LCC). The bridge is a masonry arch structure with concrete beam widening to the north side. LCC carries out inspections of the bridge structure every two years in accordance with national guidelines. The most recent inspection was carried out in May 2017 and this has not revealed any issues which require attention. Each of these inspections provides a condition score for the bridge which helps identify if the bridge is deteriorating. The condition score for this bridge has not changed since LCC started using the current inspection system in 2006. The cracking on the bridge structure, which has been mentioned by Adlington Town Council and other residents in their submissions on the planning application, is to the face of the northern edge beam at the west abutment. This crack has been noted in LCC inspections since at least 1997 and it does not appear to be deteriorating. The crack is not due to overloading or stress but may have happened during construction. The bridge structure is not weight restricted so is able to carry normal traffic loading.
- Although the additional 13 and 14 two-way traffic movements to be generated by the proposed 25 dwellings during the AM and PM peaks would undoubtedly result in higher traffic flows on Park Road and the surrounding highway network, any impact as a result of these increased flows should not adversely affect the operation of the local highway network, including the White Bear Canal Bridge. As such, LCC as the highway authority would not object to Carrington Road, Sandy Lane and Park Road being used to access the proposed development
- To facilitate walking and cycling which are key objectives of both Lancashire County and Chorley Councils to tackling emissions, congestion and poor air quality, additional pedestrian and cycle link north of the site would be required by either improving Footpath 10 or 11, both of which are Public Rights of Way to link the canal towpath which is widely used by pedestrians and cyclists and for wider access to Westhoughton Road. It appears these improvements would require third party land consents, however the improvements are essential for improved accessibility of the site.
- The applicant has sufficiently demonstrated that the site is accessible by public transport. LCC would therefore not require additional measures in respect of public transport.
- Parking should be provided in accordance with the Chorley Council parking standard with garages provided to recommended sizes of 6.0m x 3.0m for a single garage and 6.0m x 6.0m for a double garage to be accepted as parking spaces.
- Overall, the proposed development is considered acceptable in principle from highways perspective, however, approval should be subject to conditions [conditions are listed within the full response from LHS]. Conditions relate to the submission and implementation of a scheme for the construction of the site access and off-site works and Public Right of Way improvement works.

1.13 Lead Local Flood Authority – responded to state that, in summary, it has no objection to the proposed development subject to a number of conditions and an informative to be added to any grant of planning permission [conditions and informative are listed within the full response from the Lead Local Flood Authority]. Conditions relate to the submission and implementation of a surface water drainage scheme and surface water lifetime management and maintenance plan with the Reserved Matters application.

1.14 Planning Policy (Open Space) – please see Public Open Space section within Planning Considerations section below.

1.15 Tree Officer – responded with a summary of the trees and hedges on-site but did not recommend that any of the trees should be retained.

1.16 United Utilities – responded to state that it has no objections to the scheme and recommended a number of planning conditions to be attached to any grant of planning permission. The response also highlights the location of a water main/trunk main which

crosses the site. As they need access for operating and maintaining it, they will not permit development in close proximity to the main. An access strip of no less than 10 metres, measuring at least 5 metres either side of the centre line of the pipe is required.

- 1.17 Whilst the outline application is not seeking approval for the site layout, an indicative plan was submitted with the application and this has been amended to reflect the above requirements of United Utilities.
- 1.18 Community Infrastructure Levy (CIL) Officers – responded to state that at present, no floorspace has been determined for the purposes of calculating the CIL Levy. A CIL Determination Form will be required during the submission of the Final Reserved Matters detailing layout, so that ALL CIL Liable floorspace is declared. The CIL Levy will then be calculated on the final GIA for the whole development.
- 1.19 Lancashire Fire and Rescue Service – responded to provide advice in respect of access for fire appliances and water supplies for firefighting purposes to the site. The response contains recommendations to make the applicant aware of conditions which will have to be satisfied on a subsequent Building Regulation application and request that it is notified when more detailed site layout proposals have been provided.
- 1.20 Contaminated Land Officer – responded to state that, in principal, they have no objections to the development. They have reviewed the Desk Study Assessment Report (ref: LC/C3429/6571 Rev A) which recommends some further work (section 6.3), specifically a radon search and intrusive site investigations comprising window sampling and ground gas monitoring. These would be expected to be undertaken prior to commencement of building. If the further work identifies any necessary remediation measures, the development should thereafter only be carried out following the remediation of the site in full accordance with the measures stipulated and approved by the Council. These matters could be controlled by suitably worded planning conditions.

PLANNING CONSIDERATIONS

- 1.21 The northern tip of the site identified as being within the Green Belt. The remainder of the site is located on land safeguarded for future development needs, as defined in policy BNE3 'Areas of Land Safeguarded for Future Development Needs'. This application site forms part of a wider parcel known as 'North of Bond's Lane, Adlington', Policy BNE3.3.
- 1.22 Policy BNE3 states that development other than that permissible in the Green Belt or Area of Other Open Countryside (under Policy BNE2) will not be permitted on Safeguarded Land. The proposal is therefore contrary to Policy BNE3.
- 1.23 Policy BNE3 is in accordance with paragraph 85 of the National Planning Policy Framework (the Framework) which states that local planning authorities should "where necessary identify in their plans areas of safeguarded land between the urban area and the Green Belt, in order to meet longer term development needs stretching well beyond the plan period" and "make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following a Local Plan review which proposes the development."
- 1.24 National Planning Policy Framework (the Framework) provides clear details on the importance of the Green Belt and paragraph 87 states that:

"inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances."
- 1.25 Paragraph 88 of the Framework goes on to say 'When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.'

- 1.26 The application does not propose any built development within the Green Belt with this section of the site being proposed as an ecological enhancement area / open space. As such, there would be no impact upon the openness of the Green Belt and so this part of the proposal is not inappropriate in the Green Belt.
- 1.27 The principle of developing the section of the site within the area of Safeguarded Land is not established by the development plan and the consideration is therefore whether there are any other material considerations that would outweigh the weight afforded to the development plan that is considered carry significant weight.

Housing Need

The Applicant's Initial Case

- 1.28 The applicant's original submission argues that the Council's housing requirement is based on out of date information and the Council do not have a Framework compliant housing requirement. As a result they argue that the Council are unable to demonstrate a five year supply of deliverable housing sites and the application should fall to be considered under paragraph 14 of the Framework which sets out a presumption in favour of sustainable development. It states that where the development plan is absent, silent or relevant policies are out of date planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.

The Council's Case

- 1.29 The Council do not believe that the adopted housing land supply policies set out in Core Strategy Policy 1: Locating Growth, Core Strategy Policy 4: Housing Delivery and Local Plan Policy HS1: Housing Site Allocations are out of date.
- 1.30 The Core Strategy was adopted in July 2012 and is framework compliant. The housing requirement in Policy 4 was based on Regional Strategy housing figures however the Core Strategy Inspector considered the requirement sound and stated in his report "The amount of housing proposed, together with the policies which seek suitable densities and high quality design and other relevant policies, accord with the Government's policy, set out in the Framework, of delivering a sufficient amount and wide choice of high quality homes, widening opportunities for home ownership and creating sustainable, inclusive and mixed communities. As a result, everybody should have the opportunity of living in a decent home which they can afford in a community where they want to live. In these respects the Local Plan is sound."
- 1.31 The Chorley Local Plan 2012-2026 was adopted in July 2015. Representations were received during preparation of the Local Plan that the housing requirement is not based on a robust, up to date objective assessment of need as required by the Framework. The Inspector concluded in her report that the Core Strategy target for 417 dwellings remained appropriate. She also stated "The Regional Strategy for the North West (RS) was revoked by the Secretary of State during the examination period. The impact of this on the soundness of the Plan, particularly regarding the justification for retaining the RS housing and employment targets, was consulted upon and discussed at the hearing sessions. I conclude that no soundness issues have arisen as a consequence."
- 1.32 Furthermore, in a recent appeal decision APP/N235/W/15/3007033 for up to 150 dwellings at Land at Preston Road, Grimsargh (within Preston Borough) dated 9th May 2016 the Inspector concluded that the Central Lancashire Core Strategy housing policies were not out of date. She stated in paragraph 21 "I have no reason to conclude that the relevant policies for the supply of housing are out of date with respect to the strategy for the location of housing. The Core Strategy was adopted in July 2012 in the context of the NPPF and the Local Plan was adopted as recently as July 2015." The Chorley Local Plan was also adopted in July 2015 therefore it should be considered up to date in light of this appeal

decision. The appeal was allowed but this was due to the uncertainties surrounding the delivery of housing and five year supply figures in Preston borough.

- 1.33 Chorley Council believes that the Core Strategy policies are not out of date and comply with paragraph 47 of the Framework, however it is accepted that it is timely to review the objectively assessed housing needs and housing requirements set out in the Core Strategy. The Central Lancashire authorities are commissioning a review of objectively assessed housing need and the outcomes of that review and the final report will be reported in the future.
- 1.34 As it is considered that the Core Strategy housing requirement is not out of date the Council can demonstrate a five year supply. The Five Year Housing Supply Statement for Chorley published in September 2016 identified that there was a 7.2 year deliverable housing supply in the Borough over the period 1st April 2016 – 31st March 2021.
- 1.35 In total there are 2,424 deliverable dwellings over the five year period. 1,681 are on allocated sites with planning permission, 600 on windfall sites with planning permission and a windfall allowance of 143 dwellings has been included.
- 1.36 The Council considers that the adopted housing land supply policies are up to date, therefore the proposal is contrary to the development plan. Paragraph 12 of the Framework states “Proposed development that accords with an up to date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.”
- 1.37 The applicant has identified a number of planning benefits of the proposed development. They have identified several social benefits including provision of market and affordable housing and public open space. They argue that the proposal will boost the supply of land for housing, make a valuable contribution to the five year housing supply and provide a balanced mix of dwellings. However, the Council considers that sufficient land has been allocated for housing in Adlington in the Local Plan in accordance with Core Strategy Policies 1 and 4. In the Local Plan Inspectors Report the Inspector stated “I conclude that the allocations are consistent with the development strategy of the Core Strategy and that they reflect the most sustainable locations for growth.” The Council is also able to demonstrate a five year supply.
- 1.38 With regards to affordable housing, they argue that the provision of 35% (the policy requirement for this area is 30%) affordable homes should be regarded as a significant material benefit of the application. In accordance with Core Strategy Policy 7, all residential developments in Adlington would be required to provide a minimum of 30% affordable homes therefore this is not considered a significant benefit especially given that affordable housing will be provided as part of development on other sites in Adlington that are allocated for housing in the Local Plan. There is no need for this development to come forward for affordable housing to be provided.
- 1.39 The applicant is proposing some on site amenity green space within the Green Belt portion of the site which they also claim is a significant material planning benefit. It is not clear how much they are proposing. However, this open space is outside the development area within the green belt and is not suitable in this location and will mainly serve the needs of the development itself therefore it is not considered a significant benefit. The requirement for development is 0.04ha, and this would be required to be provided on-site.
- 1.40 They also claim that the proposal will have economic benefits as housing development is a key component of economic growth. Benefits include the employment created during construction and the spending power of the additional residents. Consideration needs to be given to whether these benefits are significant given the existing amount of proposed housebuilding in Adlington.
- 1.41 Overall it is not considered that these benefits are material considerations that outweigh the presumption against the proposal.

Further comments from the applicant

- 1.42 The applicant was informed of the Council's stance on housing need, as outlined above, and responded with the following comments.
- 1.43 The planning application has been brought forward not specifically to meet any specific housing need now but as a modest development which will contribute to boosting the supply of housing in conformity with national policy objectives. It is not considered that the development would be a significant offence to the policy safeguarding land for future development, given its small scale. Reserving it for future development would have an imperceptible impact on the overall future housing land requirement. Rather it is an opportunity to provide some new houses as part of a highly sustainable urban area adjoining the town centre and within very easy access of shops, schools, health services, recreation and employment. In particular, it provides an opportunity for houses to be built very close to the soon-to-be-enhanced railway services from Adlington station following completion of rail electrification. These rail enhancements will provide more capacity in better and more sustainable services to the main employment hubs of Manchester and Preston.
- 1.44 A more strategic approach to Chorley's planning policies shows that whilst the district claims a substantial surplus in housing delivery, this is related primarily to the one-off opportunity provided by Buckshaw Village, which attracted substantial immigration from Preston and South Ribble, and is calculated on the basis of the historical, policy-on requirement of the Regional Spatial Strategy and which dated from the 2003 household forecasts. With respect to the references to the local plan inspector's acceptance of the Core Strategy policy, it was never in her remit to review the adopted Core Strategy's housing land requirement. Her task was to ensure that the allocations local plan was in general conformity with the Core Strategy policies, which it is.
- 1.45 There are many examples of planning appeal decisions and High Court judgements (e.g. Gladman v. Wokingham) that confirm the policy-on approach of the Regional Spatial Strategy's is not compliant with the Framework's requirement to establish the policy-off full objectively assessed need for housing. There is no comfort to be gained from the technical point that the CS was adopted following the publication of the Framework. It was examined on the basis of Regional Spatial Strategy housing requirement, which was obligatory at the time and subsequently, when the Framework was published, there was a round of correspondence that did not raise any issue (but the Inspector was expecting the promised early review of housing policy because of the anticipated publication of the Framework). This is hardly surprising as the ramifications of the Framework's approach had not been fully examined or comprehended in the few weeks between the close of the Examination in Public and the adoption of the Core Strategy, and indeed it took a year or more for these to become apparent through High Court judgements and appeal decisions.
- 1.46 Time has moved on but the Core Strategy housing requirements have not been reviewed, as required by the Core Strategy Inspector, and as a result they do not comply now with the approach established in the Framework and National Planning Practice Guidance.
- 1.47 The latest household projections, which are the starting point for the Fully Objectively Assessed Need (FOAN), show a significant increase in housing requirements for Chorley over and above those established in Regional Spatial Strategy and the Core Strategy. It is probable that taking these matters into account, Chorley needs to be actively allocating more land for development and approving developments such as that at Carrington Road or risk returning to the 'planning by appeal' position it was in prior to the adoption of the local plan.

Conclusion on housing need

1.48 The Council's stance remains as stated above that the adopted housing land supply policies are up to date and the Council can demonstrate a five year supply. Therefore the proposal is contrary to the development plan.

Affordable Housing

1.49 Core Strategy policy 7 sets down the approach to the delivery of affordable and special needs housing:

- a) *“Subject to such site and development considerations as financial viability and contributions to community services, to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble and Chorley [...].”*
- b) *“Aside from rural exception sites the minimum site size threshold will be 15 dwellings (0.5 hectares or part thereof) but a lower threshold of 5 dwellings (0.15 hectares or part therefore) is required in rural areas.”*

1.50 The adopted Central Lancashire Affordable Housing Supplementary Planning Document provides additional information on the delivery of affordable housing, with paragraph 34 stating:

“The size of development should not be artificially reduced to reduce or eliminate the affordable housing requirement as set out in the Core Strategy and at page 5 of this document, for example by sub-dividing sites or reducing the density of all or part of a site.”

1.51 This proposal should contribute towards the policy target of 30% of affordable housing (though it is noted that 35% is proposed as a material consideration in favour of the development) with 8 of the 25 proposed units being delivered as affordable units on site to meet this target requirement, and ensuring conformity with paragraph 49 of the SPD. This affordable housing would need to be secured through a Section 106 legal agreement if the application was approved.

Design and Amenity

1.52 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.

1.53 The appearance, scale, layout and landscaping aspects of the proposal do not form part of this outline application and would follow at any Reserved Matters stage. From the indicative layout plan submitted, it is considered that adequate residential curtilage would be provided with adequate space for parking and general amenity. It is considered that the dwellings could be designed without detriment to the appearance of the site, the character of the street scene or residential amenity from privacy, light or outlook. Nevertheless, this could only be fully assessed at Reserved Matters stage.

1.54 With regards to amenity, during the construction phase, the Council's Environmental Health Team has responded to state that it has no objection to the proposed development, however if the application is approved the construction phase should comply with the Chorley Council document "Code of Practice for Construction and Demolition" which covers acceptable working hours, noise, vibration, dust and air pollution. Any impacts during the construction phase would be temporary and suitable mitigation measures could be imposed by planning condition.

1.55 In light of the above, it is considered that the proposed development complies with policy BNE1 of the Local Plan.

Highways and Access

- 1.56 Policy ST4 'Parking Standards' of the Chorley Local Plan 2012-2026 requires that proposals for development will need to make parking provision in accordance with the standards set out in Appendix A of the Local Plan. Appendix A identifies the Council's minimum parking standards for new development. It is not currently known how many bedrooms would be provided within each dwelling. It is considered that there is sufficient room on-site for the provision of parking spaces to accord with policy ST4 at Reserved Matters stage and their provision could be required by planning condition.
- 1.57 Highways and access issues have been the main concern expressed by representors during the consultation period. Lancashire County Council is the Local Highway Authority that manages and maintains the highway network in Lancashire and promotes safe travel and developments in accessible and sustainable locations within the county. As such, at certain stages in the planning process Chorley Council formally seeks the views of the County Council as a statutory consultee to assist in making an informed decision about the proposed development. Lancashire Highway Services has provided a detailed response which addresses the concerns expressed by representors and concludes that the development is acceptable in principle, subject to a number of conditions.
- 1.58 The Framework is clear at paragraph 32 that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. This is not the case in this instance. The proposal is considered to be acceptable in terms of access and parking.

Public Open Space

- 1.59 Local Plan Policy HS4A - Open Space Requirements in New Housing Developments explains that all new housing developments will be required to make provision for open space and recreation facilities, where there are identified local deficiencies in the quantity, accessibility or quality and/or value of open space and recreation facilities. The requirements for the proposed development are as follows:

Amenity Greenspace

Local Plan Policy HS4A sets a standard of 0.73 hectares per 1,000 population.

There is currently a deficit of provision in Adlington in relation to this standard, a contribution towards new provision in the settlement is therefore required from this development. As the development is 10 or more dwellings the required amenity greenspace should be provided on-site. The amount required is 0.04 hectares. A maintenance cost of £17,500 is also required for a 10 year period if private maintenance is not proposed.

Provision for children/young people

Local Plan Policy HS4A sets a standard of 0.08 hectares per 1,000 population.

There is currently a deficit of provision in Adlington in relation to this standard; a contribution towards new provision in the settlement would normally be required from this development however there are no identified schemes for new provision, so no contribution is currently sought.

Parks and Gardens

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.

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 an area of natural/semi-natural greenspace that is identified as being low quality and/or low value in the Open Space Study (site 1852 - Rear of Outterside Avenue), a contribution towards improving this site is therefore required. The amount required is £557 per dwelling.

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 a proposed new allotment site HW5.3 – Harrison Road, Adlington. A contribution towards new allotment provision is therefore required from this development. The amount required is £15 per dwelling.

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 £1,599 per dwelling.

THE TOTAL FINANCIAL CONTRIBUTION REQUIRED FROM THIS DEVELOPMENT IS AS FOLLOWS:

Amenity greenspace	= £17,500 if to be adopted by Council
Equipped play area	= £0
Parks/Gardens	= £0
Natural/semi-natural	= £13,925
Allotments	= £375
Playing Pitches	= £39,975
Total	= £71,775

1.60 This would need to be secured through a Section 106 legal agreement if the application was approved.

Mineral Safeguarding

1.61 The site is located within a Mineral Safeguarding Area, covered by policy M2 of Lancashire County Council's Site Allocation and Development Management Policies document. Policy M2 explains that planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals, unless the applicant can demonstrate one of a number of criteria, as follows:

- The mineral concerned is no longer of any value or has been fully extracted.
- The full extent of the mineral can be extracted satisfactorily prior to the incompatible development taking place.
- The incompatible development is of a temporary nature and can be completed and the site returned to its original condition prior to the minerals being worked.
- There is an overarching need for the incompatible development that outweighs the need to avoid the sterilisation of the mineral resource.
- That prior extraction of minerals is not feasible due to the depth of the deposit.
- Extraction would lead to land stability problems.

1.62 The applicant has submitted a sufficiently detailed Minerals Resource Assessment which concludes the following:

- The sand and gravel deposits known to be present to the north at the existing sand and gravel quarry are not indicated to extend and be present at the proposed development site, which is shown to be underlain by glacial till/clay.
- The site has no indicated viable coal seams present.
- Sandstone extraction from depth is unlikely to be economically viable given the small nature of the site.
- The entire site falls within a 100m environmental buffer zone from the existing houses to the south and west.

1.63 In light of the above, it is considered that the proposal meets the criteria of policy M2 by virtue of mineral extraction from beneath the site and adjoining land being not feasible due to the depth of deposit, particularly once sufficient buffers from residential receptors have been applied. There are also negative environmental impacts associated with mineral extraction which in this location would likely be significant and unacceptable.

Ecology

1.64 The Greater Manchester Ecological Unit (the Council's ecology advisor) has reviewed the applicant's ecological assessment and concluded that the proposal is acceptable, subject to conditions and submission of an Ecological Enhancement and Management Plan with any reserved matters application. These details should include measures for long term monitoring, funding and details of the responsible party. The proposal is therefore not anticipated to have any unacceptable impacts upon ecological receptors.

Community Infrastructure Levy

1.65 The Chorley CIL Infrastructure Charging Schedule provides a specific amount for development. The CIL Charging Schedule was adopted on 16 July 2013 and charging commenced on 1 September 2013. The proposed development will be a chargeable development and the charge is subject to indexation in accordance with the Council's Charging Schedule.

CONCLUSION

1.66 The proposed development would be located mostly within an area of Safeguarded Land as defined by the Chorley Local Plan 2012 – 2026. The Council has a five year housing land supply as required by the National Planning Policy Framework. The proposal therefore conflicts with policy BNE3 'Areas of Land Safeguarded for Future Development Needs' of the Chorley Local Plan 2012 – 2026. It is not considered that the material considerations put forward in favour of the development are sufficient to outweigh the presumption against it.

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.

Reasons for refusal

1.67 The proposed development would be located within an area of Safeguarded Land as defined by the Chorley Local Plan 2012 – 2026. The Council has a five year housing land supply as required by the National Planning Policy Framework. The proposal therefore conflicts with policy BNE3 of the Chorley Local Plan 2012 – 2026. It is not considered that

the material considerations put forward in favour of the development are sufficient to outweigh the presumption against it.