

APPLICATION REPORT – 22/00869/REMAJ

Validation Date: 6 September 2022

Ward: Eccleston, Heskin And Charnock Richard

Type of Application: Major Reserved Matters

Proposal: Reserved matters application detailing access, appearance, landscaping, layout and scale for the erection of 34 dwellings pursuant to outline planning permission ref: 20/01193/OUTMAJ (Up to 34 dwellings and associated infrastructure) Appeal ref: APP/D2320/W/21/3284702

Location: Land South Of Parr Lane Eccleston

Case Officer: Mr Iain Crossland

Applicant: Anwyl Homes Lancashire

Agent: Roman Bullock Anwyl Homes Lancashire

Consultation expiry: 23 December 2022

Decision due by: 10 February 2023 (Extension of time agreed)

RECOMMENDATION

1. It is recommended that reserved matters consent is granted, subject to conditions, for the details of access, appearance, landscaping, layout and scale.

SITE DESCRIPTION

2. The application site forms part of a wider parcel of land designated as Safeguarded Land under Chorley Local Plan 2012 – 2026 policy BNE3 (BNE3.8 Between Bradley Lane and Parr Lane, Eccleston). Outline planning permission for the erection of up to 34 dwellings and associated infrastructure was granted on appeal in March 2022.
3. The site comprises approximately 1.5ha of grassland adjoining the east side of the village of Eccleston. The north side of the site is bounded by Parr Lane, the west side by existing residential properties, to the south by a playing field and the west by an open field separated from the site by a ditch. There is an established hedgerow to the southern boundary of the site. Trees and shrubs to the northern boundary of the site are immature and dispersed.
4. The site is located at the very edge of the settlement of Eccleston and would be a continuation of the built up area to the west. The character of the land to the east is of a low density suburban nature, whilst Parr Lane retains a more rural character, particularly as development recedes to the east.

DESCRIPTION OF PROPOSED DEVELOPMENT

5. This application seeks reserved matters consent, for details of access, appearance, landscaping, layout and scale, for the erection of 34 dwellings and associated infrastructure pursuant to outline planning permission ref: 20/01193/OUTMAJ, which was for up to 34 dwellings and associated infrastructure, granted on appeal ref: APP/D2320/W/21/3284702. Access to the majority of the dwellings would be gained via an extension of Sandringham Road, whilst three dwellings would have direct access to Parr Lane.

REPRESENTATIONS

6. Representations have been received from the occupiers of 9no. addresses citing the following grounds of objection:
 - Adverse impact on highway safety
 - Lack of highway capacity in the area to support the development
 - Adverse impact on surface water drainage
 - Lack of local infrastructure to support new residents
 - The development does not reflect the character of the area
 - The existing sewerage system cannot manage the proposed development
 - Lack of school places available to support new residents
 - The construction management plan would adversely affect residential amenity and highway safety
 - Inadequate electricity supply infrastructure

CONSULTATIONS

7. Greater Manchester Ecology Unit: Have no objections.
8. Lancashire County Council Highway Services (LCC Highway Services): Have no objections subject to conditions.
9. United Utilities: Have no objections.
10. Lead Local Flood Authority: Have no objections.
11. Eccleston Parish Council: Have concerns regarding the proposed access via Sandringham Road with the inherent difficulties of vehicles using this narrow estate road and have requested that officers examine the potential traffic issues associated with the accesses onto Sandringham Road and Parr Lane carefully with Lancashire County Council Highways Officers.

PLANNING CONSIDERATIONS

Principle of the development

12. The acceptability of the principle of the development has been established by the grant of outline planning permission for up to 34 dwellings and associated infrastructure. This was granted on appeal in March 2022.

Impact on character and appearance of locality

13. The National Planning Policy Framework (the Framework) attaches considerable importance to the need to achieve good design and a high-quality built environment. It states at paragraph 112 that planning policies and decisions should respond to local character and history and seek to reinforce local distinctiveness. The importance of high-quality design is reflected in the Central Lancashire Core Strategy (policy 17) and the Chorley Local Plan (policy BNE1).
14. Policy 17 of the Core Strategy seeks to ensure that the design of new buildings takes into account the character and appearance of the local area, including among other things, linking in with surrounding movement patterns and not prejudicing the development of neighbouring land; and protecting existing landscape features and natural assets. The policy is considered to be consistent with the Framework and should be attributed full weight.
15. Policy BNE1 (Design Criteria for New Development) of the Chorley Local Plan 2012 -2026 stipulates that planning permission will be granted for new development, including extensions, conversions and free standing structures, provided that, among other things, 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; that the layout, design and landscaping of all elements of

the proposal, including any internal roads, car parking, footpaths and open spaces, are of a high quality and respect the character of the site and local area; and that the proposal would not have a detrimental impact on important natural habitats and landscape features such as historic landscapes, mature trees, hedgerows, ponds and watercourses. In some circumstances where on balance it is considered acceptable to remove one or more of these features, then mitigation measures to replace the feature/s will be required either on or off-site. The policy is considered to be consistent with the Framework and should be attributed full weight.

16. The nearest housing stock to the development site comprises a mix of bungalows, dormer bungalows and two storey brick and rendered buildings in modern and traditional design styles. The character of the residential development to the east is of a low density suburban nature, whilst Parr Lane retains a more rural character and a more varied form of development, particularly as development recedes to the east.
17. When considering any development proposal, the Council must be mindful of the Framework, which at paragraph 126 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. It also says that good design is a key aspect of sustainable development. Paragraph 130 of the Framework also states that planning policies and decisions should aim to ensure that developments (amongst other things) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
18. Chorley Council plans positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes and seeks to create well-mixed and integrated developments, which avoid segregation and have well-planned public spaces that bring people together and provide opportunities for physical activity and recreation.
19. The proposed layout of the development is considered to have taken into account the natural constraints of hedgerows and trees through the retention of the established hedgerow to the south, retained and new hedgerow to the east and new hedges and tree planting adjacent to Parr Lane. The layout also incorporates an area of informal open space to the south west corner. This would ensure that the proposal creates an attractive environment and setting for the dwelling plots, which are arranged in pattern that reflects the layout of development to the west and is at a relatively low density.
20. The layout of the development has been arranged so that a frontage of three dwellings would be created to the north part of the site facing onto Parr Lane. This would have the benefit of creating an active street frontage and presence reflective of the current pattern of development along Parr Lane. There would be four dwellings to the south of the site facing onto an existing playing field and footpath, which would provide natural surveillance over that green space and an attractive interface between the green space and the development. The continuation of dwellings from Sandringham Road would result in a harmonious form of development and the overall layout would be reflective of the street pattern and density to the west.
21. The proposed houses would be of a traditional design style and include features such as bay windows and front gables, canopies, brick detailing and a mixture of hipped and gabled roofs. Although the nearest dwellings to the site are of a simple modern appearance, there is no particular benefit in continuing this design theme and a more detailed traditional form of development would add to the variety of building types in the area, which would help to provide interest in the streetscene. The proposed materials include brick types, reflective of those evident in the area, which is a suitable approach. The development would incorporate in-curtilage driveways, integral and detached garages and allocated car parking spaces. There would be a variety of house types across the site and a form of development that provides interest and character.

22. It is considered that the proposed dwellings would assimilate with the built form of existing dwellings in the area. In light of the above, the proposal would not be detrimental to the character and appearance of the locality and is considered to accord with Chorley Local Plan policy BNE1 in respect of design matters.

Impact on neighbour amenity

23. Policy BNE1 (Design Criteria for New Development) of the Chorley Local Plan 2012 - 2026 states that new development must not cause harm to any neighbouring property by virtue of overlooking, overshadowing, or by creating an overbearing impact.
24. The proposed dwellings would be set to the east of dwellings on Parr Lane, Sandringham Road, Conway Road and Richmond Road. Scalewood on Parr Lane would be positioned approximately 15m from the dwelling at plot 1 and the side elevation would face a blank side elevation. Although there are habitable windows in the facing side elevation of Scalewood these would be in excess of the Council's 12m guideline for habitable room windows from two story gable elevations and the relationship is, therefore, considered to be acceptable.
25. Similarly, the dwelling at 19 Sandringham Road would be positioned approximately 14m from the dwelling at plot 4 and the side elevation would face a blank side elevation. Although there are habitable windows in the facing side elevation of 19 Sandringham Road these would be in excess of the Council's 12m guideline for habitable room windows from two story gable elevations and the relationship is, therefore, considered to be acceptable. It is noted that there would be a double garage to the rear of plot 4 that would be approximately 3m from the boundary with the rear garden at 19 Sandringham Road. This would be of a scale and positioning such that there would be no unacceptable adverse impact on light or outlook in relation to the occupiers of this dwelling.
26. Dwellings at 1 to 15 Conway Road would have rear elevations and gardens backing onto the application site. The proposed dwellings at plots 26 to 34 would reflect this relationship with rear gardens and rear elevations facing them. The Council's separation distance of 21m between parallel facing habitable room windows would be complied with and largely exceeded resulting in an acceptable relationship typical of a suburban residential setting.
27. The nearest dwelling at Richmond Road would be adjacent to an area of green space and would not be impacted upon in any adverse way. As a result there would be no unacceptable detrimental impacts on the amenity of existing occupiers.
28. The proposed dwellings have been designed in such a way so as to be compatible with each other without creating any amenity impacts with adjacent plots. There would be an adequate degree of screening around the plots and sufficient private amenity space for future occupiers to carry out day-to-day domestic activities.
29. It is noted that concerns have been raised in relation to the positioning of the construction site compound and temporary construction access and the impact on public amenity. The Construction Management Plan has been designed in this way to avoid taking access through the estate roads at Sandringham Road or Richmond Road, as this would result in more significant inconvenience to a greater number of residents. Although the proposed construction access and compound may result in some inconvenience and disturbance to the residents of Parr Lane, the resultant impact on amenity would be temporary for the duration of the development. It is noted that the hours of working and delivery are proposed as 08:00 to 18:00 hours on weekdays and 08:00 to 13:00 hours on Saturdays, which is reasonable such that significant amenity impacts can be avoided. It is noted that the provision on land of buildings, moveable structures, works, plant or machinery required temporarily in connection with operations being carried out on or adjoining that land is permitted without the need for planning permission under schedule 2, part 4, class A of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).
30. In light of the above, it is considered that the proposal would be acceptable in terms of amenity impacts and accords with Policy BNE1 in this regard.

Impact on highway safety

31. The proposed development has been reviewed and assessed by Lancashire County Council (LCC) as local highway authority for the area. LCC have confirmed that they do not have any objections regarding this reserved matters application and are of the opinion that the proposed development will not have a significant impact on highway safety, capacity or amenity in the immediate vicinity of the site.
32. The proposed development is a reserved matters application for 34 dwellings, which follows on from an outline planning permission that was granted on appeal. At outline planning stage it was identified that the main vehicular access to the site would be from Sandringham Road to the west with 3 dwellings served by an access from Parr Lane. Paragraph 111 of the Framework indicates that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. The application was accompanied by a Transport Statement (TA), which estimated the vehicle movements that the development would generate. This demonstrated that the increased flows would not adversely affect the operation of the surrounding highway network, which the Inspector accepted, and considered that the increases would be minimal, and any impact would not be severe. As such it has already been confirmed that the proposal does not conflict with the Framework or policy BNE1 of the Chorley Local Plan.
33. The details demonstrate that the majority of the proposed dwellings would be accessed via a new access off Sandringham Road, with three dwellings having access directly onto Parr Lane. It is noted that the access for the three dwellings onto Parr Lane has been changed from the proposed access, which was granted at appeal.
34. It is proposed that the three dwellings facing onto to Parr Lane have direct access for each individual dwelling. As part of the amended documents submitted in support of the planning application, individual visibility splays (2.4 metres by 42metres (west) and 43 metres (east)) have been demonstrated for each driveway [Dwg No: 3901-F01]. Given the frontage of the proposed dwellings is currently highway verge, this will need to be converted into a footway with vehicle crossing facilities. The associated off-site works will need to be constructed under a section 278 agreement of the 1980 Highways Act.
35. The proposal shows that the internal highway is to have a carriageway width of 5.5m and 2m wide footways, not including the proposed shared accesses. There is a proposed 0.5m service strip proposed to abut the internal highway in the southwest corner of the site. Given there is no residential frontage at this location, this would meet the minimum adoption requirements of LCC.
36. The main internal highway layout (excluding the shared accesses) meets LCC's minimum dimensions to be considered for adoptions. The shared accesses have a proposed width of 4.5m and, therefore, would not be considered for adoption. In support of the planning application, additional plans have been provided to prove the proposed turning heads can accommodate LCC specification refuse vehicles (Dwg No: 3901-SP01). LCC Highway Services are satisfied that the proposed turning heads can accommodate an LCC specification refuse vehicle. As such the proposed internal highway (excluding proposed shared accesses) meet the minimum requirements to be considered for adoption. LCC Highway Services consider that the new site access onto Sandringham Road would need to be constructed under a section 278 agreement of the 1980 Highways Act.
37. From assessment of the proposed private car parking bays for each dwelling using the amended Layout Plan (Dwg No: DL-01C) it is LCC Highway Services are of the opinion that the proposed private car parking meets the minimum parking bay requirements as set out in the Chorley Local Plan 2012-2026 (adopted 2015).
38. From assessment of the submitted planning documents, no plans have been provided to demonstrate the internal dimensions for the proposed single garages. The recommended minimum internal single garage size to be 6x3m and this includes integral garages. Given the length of driveways where separate garages are proposed it is LCC Highway Service's

opinion that these dwellings have enough parking regardless of the separate internal dimensions of the garages.

39. The proposed integral garages meet the requirements to be classed as parking for a single vehicle but not two. Given that the dwellings with integral garage have adequate driveway parking provision, the integral garages as proposed would provide sufficient parking.
40. From assessment of the amended planting plan (Dwg No: P.1702.22.04, Rev: B) submitted in support of the application, LCC Highway Services are satisfied that the proposed tree planting would not impact the internal highway.
41. It is noted that hedges are proposed on the frontages of a number of plots. The sight line splays for the drives will require walls, fences, trees, hedges, shrubs, ground growth, structures etc. to have a maximum height of 1.0m above the height at the centre line of the adjacent carriageway.
42. A Construction Management Plan was submitted in support of the application. After reviewing the submitted details, LCC Highway Services are content that the requirements in regard to construction traffic, the storage of materials and parking for contractors and/or visitors has been appropriately addressed.

Affordable housing

43. It is proposed that 12 affordable dwellings are provided on site. This meets the requirements of Core Strategy Policy 7 which requires 35% of the dwellings to be affordable and reflects the terms of the section 106 agreement attached to the outline planning permission.
44. The proposed development would provide 8 social rented dwellings, whilst 4 would be in shared ownership. This meets the requirements of the Affordable Housing SPD which requires 70% of the dwellings to be social rent and 30% to be intermediate. The intermediate units are required to be shared ownership.
45. The social rented properties comprise a mixture of three bedroomed houses and one bedroomed apartments, whilst the shared ownership properties comprise three bedroomed houses. This would provide a good level of accommodation suitable for families and individuals. The applicant, Anwyl Homes, have confirmed that they have been in contact with local Registered Providers, including Chorley Community Housing (Jigsaw) and Progress Housing, and have received strong expressions of interest from both organisations and confirmation they are both interested in acquiring and managing the 12 affordable dwellings proposed.
46. On this basis, the level of provision, tenure split and house types are considered to fulfil the requirements of policy 7 and the associated section 106 agreement.

Impact on ecological interests

47. Policy BNE9 (Biodiversity and Nature Conservation) of the Chorley Local Plan 2012 – 2026 stipulates that Biodiversity and Ecological Network resources will be protected, conserved, restored and enhanced; and that priority will be given to, among other things, protecting, safeguarding and enhancing habitats for European, nationally and locally important species.
48. The application site consists of agricultural grassland with some trees, shrubs and hedgerows to the perimeter with tall ruderal vegetation and pockets of scrub encroaching the field margins. A ditch runs adjacent to the eastern site boundary and scattered trees are present throughout the site boundaries. As previously noted, the important hedgerow to the southern boundary of the site is to be retained and protected through the course of the development.
49. The Council's appointed ecologists at Greater Manchester Ecological Unit (GMEU) consider that the Preliminary Ecological Appraisal submitted in support of the application adequately covers the scope of the site. The Appraisal report sets out that there would be very limited impacts on the local ecology as a result of the proposals, provided that certain

recommendations are followed including provision of reasonable avoidance measures for hedgehogs, amphibians and badgers in addition to an invasive species method statement to avoid the spread of Himalayan balsam.

50. In terms of the proposed landscaping details, extensive hedgerow, tree and other planting is proposed. All of the landscaping details can be secured by planning condition in addition to the recommendations of the Ecology Appraisal.
51. The proposal is considered to comply with policy BNE9 of the Chorley Local Plan and is acceptable in terms of impacts upon nature conservation and trees.

Flood risk and drainage

52. The application site is not located in an area that is at risk of flooding from pluvial or fluvial sources, according to Environment Agency mapping data. In accordance with the Framework and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way.
53. The NPPG clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy. As such the developer should consider the following drainage options in the following order of priority:
1. into the ground (infiltration);
 2. to a surface water body;
 3. to a surface water sewer, highway drain, or another drainage system;
 4. to a combined sewer.
54. When determining the outline application appeal the Inspector discussed flood risk. The Inspector identified that the outline proposal included the submission of a detailed surface water sustainable drainage strategy to ensure that surface water would be drained on a separate system and to mitigate the potential for flooding. A number of detailed conditions were attached to the outline planning permission requiring more fully developed drainage details in response to the proposed layout. The developer is currently seeking to address these conditions through a separate application.
55. In order to provide assurance that a suitable surface water drainage scheme can be developed around the proposed layout the application is supported by a Drainage Statement. This confirms that a sustainable drainage system (SuDS) will be supported through the controlled discharge of drainage to the watercourse on the eastern boundary of the site. Offsite surface water flow to the watercourse would be limited to a total greenfield runoff rate of 10.6l/s as outlined in the Flood Risk Assessment and Drainage Strategy document and all excessive surface water up to and including the 100 year storm + 40% climate change would be attenuated within the proposed offline detention facilities.
56. In order to help achieve this runoff rate geo-cellular storage would be constructed in the south west corner of the site beneath the amenity green space and in the rear garden area of plots 1, 2 and 3. In order to ensure that the geo-cellular storage within the housing plots is not compromised by future development it is recommended that permitted development rights are removed from plots 1, 2 and 3 for extensions and outbuildings.
57. It is proposed that the foul will be pumped to the foul sewer within Richmond Road. United Utilities are obliged to allow new connections to the public sewer and monitor the impact of all development proposals to inform future investment plans. United Utilities have confirmed that they are satisfied that this submission proposes a foul only connection to the public sewer. The flows to the receiving sewer system are, therefore, minimised, whilst surface water would discharge to the watercourse at a controlled rate. With regards to the rising main connection to the existing public sewer system, the Developer Engineer at United Utilities has reviewed the submitted drainage details and has no concerns.
58. It is considered that the drainage proposals would be acceptable, and it is noted that the Lead Local Flood Authority have withdrawn an initial objection to the proposal, on the basis

that the amount of geo-cellular storage situated in garden areas has been significantly reduced. On this basis, it is considered that the drainage proposals set out on the surface water drainage drawing 537-E300 Revision J, produced by Mono Civil Design Consultants are acceptable in line with the strategy approved at outline stage and would reflect the requirements of the Framework and NPPG.

Community Infrastructure Levy

59. 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 would be a chargeable development and the charge is subject to indexation in accordance with the Council's Charging Schedule.

Other matters

60. Lack of local infrastructure to support new residents: The acceptability of the principle of development has already been established through the grant of outline planning permission, whereby the necessary planning obligations have been considered and secured.

61. Inadequate electricity supply infrastructure: This is not a land use planning matter and is for the utilities infrastructure provider to address.

CONCLUSION

62. The submitted details of reserved matters are considered to be acceptable and the application is recommended for approval, subject to conditions.

RELEVANT HISTORY OF THE SITE

Ref: 20/01193/OUTMAJ **Decision:** REFOPP **Decision Date:** 13 April 2021
Description: Outline planning application (with all matters reserved) for the development of land off Parr Lane, Ecclestone for up to 34 dwellings and associated infrastructure (including 35% affordable housing)

Ref: 22/01276/DIS **Decision:** PCO **Decision Date:** Pending
Description: Application to discharge conditions nos.14 (scheme for the disposal of foul waters), 15 (surface water sustainable drainage strategy) and 16 (surface water and pollution prevention) attached to planning permission ref:20/01193/OUTMAJ (Outline planning application (with all matters reserved) for the development of land off Parr Lane, Ecclestone for up to 34 dwellings and associated infrastructure (including 35% affordable housing))

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.

Suggested conditions

To follow.