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Planning Statement

In support of an application by

Hollins Strategic Land LLP

An application for outline planning permission for the
erection of up to 25 dwellings (all matters reserved
other than access)

Land off Carrington Road, Adlington, Chorley

November 2020
sa 4939

1. INTRODUCTION

- 1.1. This Statement is written in support of an application for the erection of up to 25 dwellings at land off Carrington Road, Adlington, Chorley. This is a second resubmission of a previous application on the site which takes into account the current out-of-date policies of the Central Lancashire Core Strategy, the safeguarding land policy of the Chorley Allocations Local Plan and the resulting shortfall in housing land supply.
- 1.2 The proposals comply with the revised policies of the National Planning Policy Framework (the Framework) as a whole and it is evident that they represent sustainable development. The proposals will result in economic, social and environmental benefits, which are not significantly and demonstrably outweighed by any adverse impacts. The presumption in favour of sustainable development is therefore applied and planning permission should be forthcoming.
- 1.3 This statement reviews the town planning considerations that are relevant to determining the application and identifies important considerations, including a recent comparable appeal decision, which support the proposals.

2. THE APPLICATION SITE AND ITS SETTING

- 2.1. The application site is some 0.84ha in extent and forms a small part of a larger area designated as Safeguarded Land in the Chorley Local Plan. The site is relatively flat, is previously undeveloped and consists of underused grassland with trees and shrubs around the perimeter and scrub is beginning to colonise the land. The site is urban fringe in character and distinct from the land to the north and west.
- 2.2. 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. There are two bungalows on Stonor Road however the majority of houses in the immediate vicinity are two storey traditional brick properties.
- 2.3. As the site is within an established residential community, it benefits from being in close proximity to the local services and facilities of the Adlington town centre. The application site is therefore in a highly sustainable location as demonstrated by table 1 below.

Key Trip Generator	Optimum Walking/Cycling Distances	Local Service/Facility	Distance from site
Shop selling food and fresh groceries	500m	Ron Burgess, Park Road	160m
Post Box	500m	Park Road	320m
Playground/ Amenity Area	500m	off Crook Street & Jubilee Recreation Ground	320m
Post Office	1000m	Adlington Post Office	480m
Bank or Cash Point Machine	1000m	Royal Bank of Scotland	500m
Pharmacy	1000m	Rowlands Pharmacy	570m
Primary School	1000m	Adlington Primary School	240m
Medical Centre	1000m	Granville House Medical Centre	965m

Leisure Facilities	1000m	off Crook Street & Jubilee Recreation	320m
Community centre	1000m	Adlington Community Centre	850m
Public House	1000m	The Bridge Inn	330m
Public Park or village green	1000m	off Crook Street & Jubilee Recreation Ground	320m

Child Care Facility (nursery or crèche)	1000m	Willow House Day Nursery, Railway	970m
Bus Stop	500m	Park Road	135m
Railway station	2000m	Adlington Railway Station	650m

Rating	Description
	Meets minimum standard
	Fails to meet minimum standard (less than 60% failure for amenities with a specified maximum distance of 500m and 50% failure for amenities for amenities with a maximum distance of 1000m or
	Significant failure to meet minimum standard (greater than 60% Failure for amenities with a specified maximum distance of 500m and

3. RELEVANT TOWN PLANNING HISTORY

3.1 Planning application ref 17/00411/OUTMAJ, an outline application for residential development for up to 25 dwellings with all matters reserved save for access from Carrington Road was refused by the council on 13/09/2018. The reason for refusal was:

“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.”

3.2 Planning application 18/00863/OUTMAJ was a resubmission of that application and was refused by the council on 06/11/2018 for the same reason.

3.3 The decision was appealed and the appeal, reference APP/D2320/W/19/3228123, was dismissed on 31/07/2019 for the sole reason of conflict with the safeguarded land policy BNE3.3 of the Chorley Local Plan.

4. THE APPLICATION PROPOSALS

- 4.1 Full details of the design approach are set out in the Design and Access Statement (DAS) accompanying this application. This statement and the DAS are to be read together in providing a full appraisal of the application proposals.
- 4.2 The dwelling mix is primarily for a range of dwelling types and sizes, including larger homes and smaller dwellings, which will enable the development to provide a balanced mix of future residents.
- 4.3 The development will include both market and affordable homes, with 35% being affordable. The details of how the affordable housing is to be delivered and the form it will take is subject to discussion and agreement with the Council as the application progresses.
- 4.4 The access strategy is to utilise Carrington Road, which currently runs up to the boundary of the site with the creation of two internal culs-de-sacs to access the dwellings. The transport assessment concludes that the traffic generated by the development will have no adverse impact on the wider highways network. A cycle/footpath link is proposed to the southeast corner of the site connecting the site to the existing footpath and the local road network and the broad range of local facilities.
- 4.5 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 will be maintained where possible, enabling habitat connectivity around the site.

5. PLANNING POLICIES

- 5.1. Planning policy is set out within the development plan, which comprises the Central Lancashire Core Strategy (CS), the Chorley Local Plan (CLP) and the Joint Lancashire Minerals and Waste Local Plan. Relevant national planning policy is established within the National Planning Policy Framework (the Framework).

Core Strategy (CLCS)

- 5.2. **Core Strategy** (July 2012) – the following policies are relevant to the application proposals:

- Policy MP
- Policy 1: Locating Growth;
- Policy 2: Infrastructure;
- Policy 3: Travel;
- Policy 4: Housing Delivery;
- Policy 5: Housing Density;
- Policy 6: Housing Quality;
- Policy 7: Affordable and Special Needs Housing;
- Policy 14: Education;
- Policy 17: Design of New Buildings;
- Policy 22: Biodiversity and Geodiversity;
- Policy 26: Crime and Community Safety;
- Policy 27: Sustainable Resources and New Developments;
- Policy 29: Water Management.

Local Plan (CLP)

5.3. It is considered that the following policies are relevant to the proposal:

- Policy V1 Model Policy
- Policy V2 Settlement Areas
- Policy ST1 New Provision or Improvement of Footpaths, Cycleways and Bridleways
- Policy ST4 Parking Standards
- Policy HS2 Phasing of Housing Development
- Policy HS4A Open Space Requirements in New Housing Developments
- Policy HS4B Playing Pitch Requirements in New Housing Developments
- Policy BNE1 Design Criteria for New Development
- Policy BNE3 Areas of Land Safeguarded for Future Development Needs
- Policy BNE9 Biodiversity and Nature Conservation
- Policy BNE10 Trees
- Policy BNE11 Species Protection

Joint Lancashire Minerals and Waste Local Plan

5.4 It is considered that the following policies are relevant to the application proposals:

- Policy CS1 Safeguarding Lancashire's Mineral Resources
- Policy M2 Safeguarding Minerals

Supplementary Planning Documents/Guidance

5.5. The following SPDs/SPGs are considered relevant to the application:

- Affordable Housing SPD – underpins the CS and establishes information on the provision of affordable housing. There is an emerging revision of this document that will reflect legislative and policy changes introduced by central government.
- Open Space and Playing Pitch SPD – sets requirements for open space provision from residential development.
- Design Guide SPD – underpins the CS and provides an overview of the design principles Central Lancashire will apply to development proposals.
- Biodiversity and Nature Conservation SPD - the main goal of this SPD is to ensure that there is no net loss of nature conservation assets, and where appropriate there is an improvement in them.
- Renewable and Low Carbon Energy SPD - provides guidance on Core Strategy Policies 27: Sustainable Resources and New Developments and 28: Renewable and Low Carbon Energy Schemes. It sets out the various renewable and low carbon energy technologies, their requirements and the planning issues associated with each technology that will need to be addressed as part of any planning application

National Planning Policy

5.6. **National Planning Policy Framework** (February 2019) – §11 provides a presumption in favour of sustainable development. The following parts of Framework are considered relevant to this application:

- Part 5: Delivering a sufficient supply of homes;
- Part 6: Building a strong, competitive economy;
- Part 8: Promoting healthy and safe communities;
- Part 9: Promoting sustainable transport;
- Part 12: Achieving well-designed places;

- Part 14: Meeting the challenge of climate change, flooding and coastal change;
- Part 15: Conserving and enhancing the natural environment;
- Annex 1: Implementation.

6. CONSULTATION

- 6.1. Professional consultations have been undertaken to identify issues that need to be resolved or mitigated in the development proposals.

Ecological Survey and Report

- 6.2. This report confirms that the residential development of the site can be achieved with no adverse effect on designated sites, ecologically valuable or significant habitats. The survey concludes that none of the habitats at the site are species rich or support rare or uncommon plant species. In addition, neither of the two hedgerows meet the criteria to be 'important' in accordance with the Hedgerows Regulations 1997. However, they are a priority habitat and are of value as they provide habitat connectivity around the site as well as providing a habitat suitable for use by nesting birds and foraging bats. A single stand of Japanese Knotweed was identified and recommended for eradication. The report concludes that it is feasible to conserve the habitat connectivity around and through the residential development for use by wildlife such as birds and bats in conjunction with the proposals.

Flood Risk Assessment and Drainage Strategy

- 6.3. This confirms that the site is located within Flood Zone 1 with a low probability of flooding and that the site is at low risk from flooding from other sources. The strategy proposes that the surface water discharge from the proposed development will remain the same as that from the existing site - the greenfield run off has been calculated as 5.6l/s. Attenuation will be required within the surface water drainage system to achieve the specified flow rates. The design of the attenuation will ensure there is no flooding in the 30-year event and no flooding to property in the 100-year event with a 40% allowance for future climate change. The report concludes that a gravity foul drainage connection can be made to the existing combined sewer in Stonor Road.

Tree Survey Report

- 6.4. The tree survey and report confirms that there are no significant trees within the site that should be protected. There are trees and hedges on the

boundaries which will not be affected by development. The main impact of the development will be to clear areas of scrub vegetation.

Geo-environmental Appraisal Report

6.5. This report confirms that:

- Risks to site end users from both on-site and off-site sources are considered to be very low or low.
- The risk to site end users from ground gas is considered to be low at this stage.
- The risk from Radon is considered to be high to moderate and site specific search should be undertaken to assess the risk to the site.
- There is no considered risk to controlled waters at the site.
- The site is located within the boundary of a former mine where coal has been extracted by opencast methods. However correspondence with the Coal Authority has identified that extraction of coal by opencast methods has not been undertaken within 500m and that the site was located within the permitted area only.

Utilities Statement

6.6. This confirms that a residential development of the site can be serviced by BT services, gas, electricity, water and foul sewers.

Transport Statement

6.7. The report concludes that the site is highly accessible by non-car modes and will cater for needs of the development's residents and assist in promoting a choice of travel modes other than the private car.

The existing pedestrian infrastructure will facilitate safe and direct pedestrian linkages between the site and numerous local services and amenities.

The site is considered as being accessible by cycle, and a reasonable cycling distance would encompass Adlington, Standish, Horwich and the majority of Chorley. The site is also close to National Cycle route 55, which is located approximately 150 metres from the centre of the site.

Regular and frequent buses run from the stops on Park Road within a 4-minute walk of the site. Further services are located on Market Street and Church Street just over a 7-minute walk from the centre of the site.

The site is accessible via rail with Adlington Train Station located less than a 10-minute walk from the centre of the site, offering 3 services an hour to Manchester, Huddersfield, Buxton and Blackpool.

- 6.8 The proposed residential development could potentially generate in the region of 13 two-way trips in the AM peak hour period and around 12 two-way movements within the PM peak period. This equates to an additional vehicle every 4.5 to 5 minutes even in the busiest times of the day. This represents an imperceptible impact on the surrounding highway network. As such, this demonstrates that the proposals will not have an impact on the operation and safety of the local highway network.

Minerals Statement

- 6.9 The technical analysis has determined that:
- 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.
- 6.10 Therefore, it has been demonstrated that given the site's constraints and lack of ability to contribute towards the overall provision of minerals in Chorley, we believe there is no reasonable justification to retain this site for minerals extraction when held in the planning balance.

7 EVALUATION

7.1 The evidence supporting this planning application shows that there are no physical reasons why the site could not be developed appropriately for housing. Any concerns arising from all relevant considerations including access, biodiversity, trees, flood risk, service provision, contamination, visual amenity, affordable housing minerals safeguarding and accessibility can be satisfactorily mitigated.

7.2 The previous planning decisions for the proposed development confirm that the only material consideration that weighs against granting planning permission is the conflict with Local Plan Policy BNE3 which safeguards the land for future development.

7.3 The Framework, at §11, states that there is a presumption in favour of sustainable development and for decision-taking, this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

7.4 Policy 4 of the CLCS sets out the minimum housing requirement for Chorley of 417 dwellings per annum (dpa) to 2026. However, the CLCS was adopted in 2012. Paragraph 73 and footnote 37 of the 2019 Framework make clear that where strategic policies are more than 5 years old, LPAs should identify a 5 year housing land supply against their local housing need unless those strategic policies have been reviewed and found not to require updating. The preparation of the emerging CLLP recognises that the strategic policies for Chorley require updating.

7.5 Footnote 37 goes on to state that where local housing need is used as the basis for assessing whether a 5-year supply of deliverable sites exists, it should be calculated using

the standard method set out in national guidance. As at 1 April 2020, the minimum local housing need for Chorley, calculated using the standard method, is 569 dpa.

7.6 This position was considered in detail in the by the inspector's decision letter determining the recent appeal at Pear Tree Lane, Euxton¹, which is a material consideration for the determination of this application. On housing land supply in the context of that site also being safeguarded land under policy BNE3, he concluded:

“51....Although the overall spatial strategy for Central Lancashire in Policy 1 is not itself out-of-date, the policies establishing the amount of housing needed in Chorley borough and designating the appeal site as Safeguarded Land, so preventing it from contributing to those needs, are out-of-date. On this basis therefore, taken as a whole, I conclude that the ‘most important’ policies for determining this appeal are out-of-date.

52 Based on the Council's housing land supply estimate, the deliverable supply of housing sites in Chorley borough would at best provide 1,617 dwellings over the next 5 years from April 2020 to March 2025. The 5 year requirement for the borough for the same period established by Chorley's standard method LHN is 2,990 dwellings. On this basis, there would be a substantial shortfall in the housing supply of 1,373 dwellings over the next 5 years. The appeal proposal would provide up to 180 market and affordable dwellings, meeting 13% of the shortfall. As such it would make a significant contribution to the housing needs of the borough.”

7.7 In light of policies C4 and BNE3 being out of date, the policy position in regard to the current applications is, therefore, that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits or specific policies in the Framework indicate that development should be restricted.

7.8 Whilst the emerging Central Lancashire Local Plan Review is at an early stage and therefore limited weight can be provided to it, it is a material consideration that the site is proposed for allocation by Chorley Council in the Issues and Options Consultation papers. The paper suggests the site is one of the “*most appropriate options to be put forward as revised site proposals*”. It is now clear that the Council acknowledges Safeguarded Land will need to be released to facilitate housing delivery. This is in the context of there currently being a

¹ APP/D2320/W/20/3247136 dated 11/08/2020;

substantial shortfall in housing supply, as described by Inspector Hayden in the Pear Tree Lane appeal.

7.9 The previous planning decisions on the site show that it is only the conflict with BNE3 that weighed against the proposed development and as that policy is out-of-date and the presumption in favour of development is engaged, the application should now be approved without delay.

8. CONCLUSIONS

8.1. From the town planning assessment set out above the following conclusions are drawn:

- The application site is in a highly sustainable location with excellent access on foot to town centre facilities, a railway station, bus stops, schools, recreation facilities and places of employment. It is an ideal location for residential development which is supported by the fact that Chorley Council has proposed it for development in the emerging Local Plan Review;
- There are no material site specific considerations that would indicate that planning permission should not be forthcoming;
- Chorley Council has a substantial shortfall in the deliverable supply of housing, including affordable housing, which the application site would make a significant contribution to meeting;
- It has been demonstrated that the proposals adhere to all other Local Plan policies and will result in numerous economic, social and environmental benefits when assessed against the Framework:
- Securing economic growth through the creation of jobs in the construction industry and the additional trade future occupiers of the proposed development will bring for local businesses;
- The promotion of sustainable modes of transport through the site's sustainable location, and in particular to the newly modernised and electrified railway;
- High quality design that is sympathetic to the character of the area.
- Easy access to two parks and a public footpath contributing towards creating healthy, inclusive communities.
- The site is located within Flood Zone 1 with a low probability of flooding.
- The layout can take account of climate change by providing shelter from the sun during summer months and orientating dwellings to maximize solar gain during the winter.

- Opportunities to enhance the existing feature of ecological interest and seek biodiversity gain by habitat creation and landscaping will be taken.

8.2 The proposals comply with the relevant policies of the development plan Framework as a whole and it is evident that they represent sustainable development. The proposals will result in economic, social and environmental benefits which are not significantly and demonstrably outweighed by any adverse impacts. The presumption in favour of sustainable development should therefore be applied and planning permission should be forthcoming.