

Agenda



DEVELOPMENT MANAGEMENT COMMITTEE

Date:	Wednesday, 27 April 2016 at 10:00am
Venue:	Town Hall, St Annes, FY8 1LW
Committee members:	Councillor Trevor Fiddler (Chairman) Councillor Richard Redcliffe (Vice-Chairman) Councillors Christine Akeroyd, Peter Collins, Michael Cornah, Tony Ford JP, Neil Harvey, Kiran Mulholland, Barbara Nash, Linda Nulty, Liz Oades, Albert Pounder.

Public Speaking at the Development Management Committee

Members of the public may register to speak on individual planning applications, listed on the schedule at item 4, at [Public Speaking at Council Meetings](#).

	PROCEDURAL ITEMS:	PAGE
1	Declarations of Interest: Declarations of interest, and the responsibility for declaring the same, are matters for elected members. Members are able to obtain advice, in writing, in advance of meetings. This should only be sought via the Council's Monitoring Officer. However, it should be noted that no advice on interests sought less than one working day prior to any meeting will be provided.	1
2	Confirmation of Minutes: To confirm the minutes of the meeting held on 20 April 2016 as a correct record.	1
3	Substitute Members: Details of any substitute members notified in accordance with council procedure rule 25.	1
	DECISION ITEMS:	
4	Development Management Matters	3-89
5	St Annes Regeneration : The Crescent and St Andrews Road	90-100

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<http://fylde.cmis.uk.com/fylde/DocumentsandInformation/PublicDocumentsandInformation.aspx>

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Development Management Committee Index

27 April 2016

Item No:	Application No:	Location/Proposal	Recomm.	Page No.
1	15/0562	CLIFTON HOUSE FARM, LYTHAM ROAD, BRYNING WITH WARTON, PRESTON, PR4 1AU OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT OF UP TO 115 DWELLINGS AND ASSOCIATED INFRASTRUCTURE (ACCESS APPLIED FOR WITH OTHER MATTERS RESERVED)	Object	3
2	15/0716	HILLSIDE RESTAURANT, 48 PRESTON STREET, KIRKHAM, PRESTON, PR4 2ZA PROPOSED VARIATION OF CONDITION 2 OF PLANNING PERMISSION 13/0597 TO INCREASE SCALE AND LOCATION OF STORES, REVISE PARKING LAYOUT AND INCREASE AREA OF GARDEN RETAINED FOR APARTMENTS. PROPOSED REMOVAL OF CONDITION 7 OF 13/0597 TO REQUIRE SUBMISSION OF LANDSCAPING SCHEME AS LANDSCAPING DETAILS ARE INCLUDED WITH THIS APPLICATION	Grant	57
3	15/0872	LODGE FARM, THISTLETON ROAD, GREENHALGH WITH THISTLETON, PRESTON, PR4 3XA RETROSPECTIVE APPLICATION FOR THE ERECTION OF 2 NO. DWELLINGS TO REPLACE FORMER BRICK BARN, CONVERSION OF 2 NO. BARN TO 3 DWELLINGS WITH ALTERED FINISHED APPEARANCE TO THAT APPROVED UNDER PLANNING PERMISSION 14/0355 AND ALTERATION TO WESTERN BOUNDARY AND INCREASED CURTILAGE TO DWELLING 2	Grant	65
4	16/0065	MILL FARM, FLEETWOOD ROAD, MEDLAR WITH WESHAM, PRESTON, PR4 3HD PROPOSED ERECTION OF 4 PUMP PETROL FILLING STATION INCLUDING SINGLE STOREY RETAIL BUILDING (CLASS A1), CANOPY, PARKING AREA AND ASSOCIATED WORKS. ERECTION OF SINGLE STOREY BUILDING PROVIDING 'DRIVE THRU' RESTAURANT (CLASS A3) AND ASSOCIATED WORKS INCLUDING CAR PARKING.	Grant	76

Background Papers

In accordance with Section 100D of the Local Government Act 1972, the background papers used in the compilation of reports relating to planning applications are listed below, except for such documents that contain exempt or confidential information defined in Schedule 12A of the Act.

- Fylde Borough Local Plan (As Altered) October 2005 (Saved Policies)
- Joint Lancashire Minerals and Waste Local Plan
- Emerging Fylde Local Plan to 2032 Revised Preferred Option October 2015
- National Planning Policy Framework
- National Planning Practice Guidance
- The Community Infrastructure Levy Regulations 2010 (as amended)
- Conservation of Habitats and Species Regulations 2010 (as amended)
- Strategic Housing Market Assessment (SHMA) 2014 and Addendum I and II November 2014 and May 2015
- Five Year Housing Land Supply Statement at 31 March 2015
- Strategic Housing Land Availability Schedule (SHLAA)
- Other Supplementary Planning Documents, Guidance and evidence base documents specifically referred to in the reports.
- The respective application files
- The application forms, plans, supporting documentation, committee reports and decisions as appropriate for the historic applications specifically referred to in the reports.
- Any additional information specifically referred to in each report.

These Background Documents are available either at www.fylde.gov.uk/resident/planning or for inspection by request, at the One Stop Shop Offices, Clifton Drive South, St Annes.

Development Management Committee Schedule

27 April 2016

Item Number: 1

Committee Date: 27 April 2016

Application Reference:	15/0562	Type of Application:	Outline Planning Permission
Applicant:	Hallam Land Management Limited	Agent :	Pegasus Group
Location:	CLIFTON HOUSE FARM, LYTHAM ROAD, BRYNING WITH WARTON, PRESTON, PR4 1AU		
Proposal:	OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT OF UP TO 115 DWELLINGS AND ASSOCIATED INFRASTRUCTURE (ACCESS APPLIED FOR WITH OTHER MATTERS RESERVED)		
Parish:	WARTON AND WESTBY	Area Team:	Area Team 1
Weeks on Hand:	36	Case Officer:	Matthew Taylor
Reason for Delay:	Awaiting Consultation Replies		
If viewing online this is a Google Maps link to the general site location:			
https://www.google.co.uk/maps/@53.7485953,-2.9062114,687m/data=!3m1!1e3?hl=en			

Background and summary of officer recommendation:

The appellant submitted an outline application (access only) for a residential development of up to 115 dwellings on the site on 18 August 2015 (application reference 15/0562). An appeal against non-determination was lodged in respect of that application on 23 December 2015 and registered by the Planning Inspectorate on 20 January 2016. That appeal (reference APP/M2325/W/15/3141398) is scheduled to be heard at a joint Public Inquiry opening on 12 July 2016 alongside an application for up to 375 dwellings at Land to the North of Freckleton Bypass (application reference 14/0410 and appeal reference APP/M2325/W/15/3004502).

The appellant made a resubmission of application 15/0562 for the same form of development on the same site by the same applicant on 23 December 2015 (application 15/0903). Amended plans showing a revised access arrangement for the development were submitted on Monday 4 April 2016 and subsequently updated on 11 April 2016 to show the revised positioning of a pedestrian refuge. The appellant has made a written request to the Planning Inspectorate that these revised plans be considered as part of appeal APP/M2325/W/15/3004502 (as well as for application 15/0903). For the avoidance of doubt, the revised plans being considered by Local Planning Authority at this stage are as follows:

- Drawing no. 013-006-P002 Rev C – Site boundary.
- Drawing no. 013-006-P009 Rev D – Illustrative masterplan.
- Drawing no. 0988-F01 Rev C – Proposed access arrangement.

Since the submission of appeal APP/M2325/W/15/3141398, the Council has received further comments from the Local Highway Authority (LHA). These comments follow the receipt of amended plans showing a revised access arrangement for the development and the initial results of traffic modelling undertaken by the LHA to determine the effects of the following infrastructure on traffic

flows and junction capacity in Warton:

- The Preston Western Distributor Road (PWDR);
- The improvements to the Church Road/Highgate Lane/Lytham Road junction to be delivered as part of the Blackfield End Farm development (13/0674); and
- The improvements to the Lytham Road/Thunderbolt Avenue junction, including the creation of a new access through to BAE, to be delivered in accordance with planning permission 12/0550 at the former GEC Marconi site.

The LHA have raised a number of concerns with respect to the proposed (revised) access arrangements for the development and, as a result, have objected to the application on the grounds that the current arrangement is unsafe. It should, however, be noted that this objection relates to the positioning and detailed design of the access and is not an objection to the principle of the development taking access from Lytham Road. The LHA are confident that an alternative access arrangement which addresses their present concerns is achievable and are in the process of resolving this with the appellant. Therefore, whilst the first reason for refusal recommended below is based on the current advice of the LHA, members should be aware that this objection is likely to be overcome prior to the Inquiry. Accordingly, if the Council were to sustain its case on these grounds contrary to the advice of the LHA, this case would be pursued without the technical support of the LHA as a statutory consultee.

With respect to wider, cumulative transport impacts on Warton (having particular regard to highway/junction capacity along Lytham Road), initial feedback from the modelling work undertaken by the LHA to date suggests that the reassignment of traffic arising as a result of the abovementioned highway infrastructure improvements (when considered in combination) may provide sufficient relief at the junctions of Church Road, Mill Lane and Thunderbolt Avenue with Lytham Road to ensure that the development would not have a severe residual cumulative impact on the safe and efficient operation of the highway network. Moreover, the LHA recognise that the effects of the PWDR were a key component of the Inspector's (and, subsequently, the Secretary of State's) decision in allowing the appeal at Blackfield End Farm and have given significant weight to the implications arising from this decision. Notwithstanding this, the LHA have emphasised that this modelling work is, at present, incomplete and have pointed out that final traffic flow and vehicle reassignment data is yet to be agreed with the appellant. Accordingly, the LHA have indicated that, until common ground is reached with the appellant with respect to the parameters of the traffic model, the level of junction relief afforded by the abovementioned highway infrastructure improvements cannot be precisely quantified and they cannot conclude that a severe residual cumulative impact will not exist at this stage. As a result, the LHA have indicated that they are unable to support the application at the present time. Discussions are, however, ongoing between the LHA and the appellant with respect to this issue and the LHA are mindful that a resolution is likely to be reached prior to the Inquiry which will allow them to withdraw their current objection to the scheme. Therefore, whilst the second reason for refusal recommended below is based on the current advice of the LHA, members should be aware that this objection is likely to be overcome prior to the Inquiry. Accordingly, if the Council were to sustain its case on these grounds contrary to the advice of the LHA, this case would be pursued without the technical support of the LHA as a statutory consultee.

In addition to the response from the LHA, the Examiner for the Bryning with Warton Neighbourhood Plan (BWNP) has submitted their report regarding the Plan's compliance with the basic conditions of Neighbourhood Plans, and has recommended a number of substantial modifications to the submission version of the BWNP in order that it meets these conditions. These modifications include the removal of all the housing policies and allocations contained within the submission version of

the BWNP. The implications of these modifications are addressed in more detail in the body of the report but the result of this is that, along with the limited weight can be afforded to the BWNP as a result of its unadopted status, those policies within the submission version which the Examiner has recommended for deletion should carry even less weight in the decision making process.

Having regard to the development's size and location, the following contributions (either through provision on the site or a financial contribution off site) would be required in order to mitigate its impact:

- (a) The provision and future maintenance of public open space on the site in accordance with the standards and requirements set out in Fylde Borough Local Plan policy TREC17.
- (b) The provision, tenure, delivery mechanism, occupation criteria and phasing for 30% of the dwellings to be offered as affordable housing (as defined in the National Planning Policy Framework) on the site in accordance with the requirements of policy H4 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and the National Planning Policy Framework.
- (c) A commuted sum payment to the County Council towards the provision of new secondary school places at Lytham St Anne's Technology & Performing Arts College in accordance with Fylde Borough Local Plan policy CF2 and the National Planning Policy Framework.
- (d) Subject to final agreement of its scope, detailed design and cost, a commuted sum payment towards the delivery of a scheme to provide public realm enhancements around the Lytham Road/Church Road crossroads as set out in the Fylde Borough Council Regeneration Framework (September 2010) in accordance with Fylde Borough Local Plan policies EP1 and TR1, policy SL3 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and policy BWLC1 of the Bryning-with-Warton Neighbourhood Plan.
- (e) Commuted sum payments to the County Council to secure funding towards:
 - 1) An Urban Traffic Control (UTC) scheme linking traffic signals at signalised junctions along Lytham Road where these fall within Warton.
 - 2) Improved cycle facilities along the A584 (Lytham Road) to link in with existing facilities.
 - 3) Public Transport improvements to Quality Bus Standard.
 - 4) £6,000 for Travel Plan Support and a commitment from the developer for funding to be made available to the development site travel plan coordinator to deliver measures, if necessary, should the targets within the travel plan fail to be achieved.

In accordance with Fylde Borough Local Plan policies TR3 and TR5, Bryning-with-Warton Neighbourhood Plan policies BWH2 and BWT1, policy SL3 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and the National Planning Policy Framework.

For the reasons set out in the body of the report, it is considered that each of these contributions meet the three tests set out in paragraph 204 of the National Planning Policy Framework, as reiterated in the Community Infrastructure Levy (CIL) Regulations 2010 (as amended). As the Council does not presently have a CIL charging schedule, the above contributions would need to be secured through a planning obligation in accordance with the provisions of S106 of the Town and Country Planning Act 1990 (as amended). The appellant has failed to put any such mechanism in place to secure these contributions and, accordingly, a separate reason for refusal is recommended in this regard. It should, however, be noted that the appellant has, in principle, agreed to provide each of the above contributions, subject to final calculation of figures for the public realm and transport contributions set out in (d) and (e) above. Therefore, members should be aware that the third reason for refusal recommended below could be overcome prior to the Inquiry if the appellant enters into a planning obligation with the Council and the County Council to provide the

abovementioned contributions and, accordingly, this reason would no longer form part of the Council's case.

The Local Planning Authority is required to submit its Statement of Case in respect of appeal APP/M2325/W/15/3141398 by 3 May 2016. As this appeal is against non-determination, the Local Planning Authority is not making a decision on planning application 15/0562. Instead, the role of the Committee is to determine what case it considers the Council should present as part of the appeal. The Committee's role is therefore, in effect, to determine what the Local Planning Authority's decision would have been had it determined application 15/0562. Accordingly, the report is set out in the format of a committee report on planning application 15/0562 in order to address the main issues which would have been considered in the determination of that application as circumstances stand at the present time.

Given the latest comments and position of the LHA, and having regard to all other material considerations, Officers recommend that members resolve that:

A. Had the Local Planning Authority made a decision on application 15/0562, it would have refused planning permission for the following reasons:

- 1) The development is to be served by a single vehicular access point onto the A584 (Lytham Road) – a main arterial road which provides a direct route between Lytham St Annes and Preston. The proposed access (including its junction with Lytham Road and associated off-site highway works within the carriageway), by virtue of its relationship with and close proximity to: (i) the junction of Lytham Road and Florence Avenue; (ii) the westbound bus stop to the southern frontage of Lytham Road; and (iii) the private access of no. 291 Lytham Road, would result in frequent conflicts between vehicles entering/exiting the site and existing traffic movements on Lytham Road which would unacceptably increase the potential for vehicle collisions in the vicinity of the proposed junction. The proposed development fails to provide a safe and suitable means of access to the site and would have a severe adverse effect on the safe and efficient operation of the surrounding highway network. The proposal is therefore contrary to the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan and paragraph 32 of the National Planning Policy Framework.
- 2) The proposed access for the development is onto the busy thoroughfare of the A584 (Lytham Road) – a main arterial road which provides a direct route between Lytham St Annes and Preston. The proposed access is located approximately 0.75km from the Lytham Road/Church Road/Highgate Lane junction. Once other committed developments in Warton are implemented (most notably that associated with planning permission 13/0674 at Blackfield End Farm) this junction will operate over capacity and, accordingly, will be incapable of accommodating the level of additional traffic generated by the development. The proposed development, when considered in combination with increased vehicle movements arising as a result of other committed developments in Warton, would have significant adverse effects for traffic movements at the Lytham Road/Church Road/Highgate Lane junction and would lead to greater, unacceptable queue lengths at this junction which would obstruct the free flow of traffic along Lytham Road. The additional vehicle movements arising as a result of the development would unacceptably exacerbate existing network capacity issues and, accordingly, its residual cumulative impact would be severe. No mitigation measures have been proposed in order to alleviate this impact. The proposal is therefore contrary to the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan, and paragraph

32 of the National Planning Policy Framework.

- 3) The proposed development is required to make contributions towards the delivery of affordable housing and public open space on the site and financial contributions off-site towards the provision of new secondary school places, public realm enhancements and transport improvements. The applicant has failed to put any mechanism in place to secure these contributions and, accordingly, the development is contrary to the requirements of Fylde Borough Local Plan policies TREC17, CF2, EP1, TR1, TR3 and TR5, policies SL3 and H4 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015), the submission version of the Bryning-with-Warton Neighbourhood Plan and chapters 4, 6 and 8 of the National Planning Policy Framework.

AND

- B. The Local Planning Authority's case in respect of defending appeal APP/M2325/W/15/3141398 be limited to the issues identified in the reasons above and authority be delegated to the Head of Planning and Regeneration to prepare and submit the Local Planning Authority's case on these grounds (including its Statement of Case, Proofs of Evidence and Statement of Common Ground) in respect of appeal reference APP/M2325/W/15/3141398.

It should be noted that this recommendation applies only in respect of appeal APP/M2325/W/15/3141398 and is made on the basis of present circumstances without prejudice to the resubmitted application (15/0903) which will be considered on its own merits at a later meeting of the Development Management Committee. All public and statutory consultation responses cited in the report relate to application 15/0562 only and do not incorporate representations made in respect of resubmitted application 15/0903, except where these relate to the revised access arrangements which have been publicised under that application, but are equally applicable to the appeal scheme.

Site Description and Location

The application relates to a broadly rectangular parcel of land measuring approximately 3.74 hectares in area located to the east of Clifton House Farm and north of the A584 (Lytham Road), Warton. The site falls within the countryside area as defined on the Fylde Borough Local Plan (FBLP) Proposals Map and presently comprises open farmland. The northern part of the site is designated as Grade 3 agricultural Land on the Agricultural Land Classification map.

Ground level rises gently, but consistently in a northerly direction across the site from a low point alongside Lytham Road to the crest of a hill which forms the northern boundary. The site is enclosed by a narrow strip of hedging along its southern boundary with Lytham Road which reaches a maximum height of *circa* 2.5m, and by linear tree belts which fall outside the site boundaries along the eastern and western perimeters. A group of trees to the southeast corner of the site are protected by Tree Preservation Order (TPO – Group G of TPO no. 7). A fragmented hedgerow runs latitudinally across the site in close proximity to the northern boundary which is substantially marked by a low post-and-rail fence. The northern boundary follows a chamfered profile between hedgerows to the northeast and northwest corners which enclose uses on adjoining land. There is, at present, no vehicle access into the site other than across adjoining fields.

The site wraps around a detached dormer bungalow (no. 278 Lytham Road) which occupies a central position fronting onto Lytham Road alongside the southern boundary (though this property falls outside the application land). Adjoining land to the east is occupied by a vehicle repair/caravan

storage site (Lytham Road Garage) and caravan park (Oaklands Caravan Park). Adjoining land to the west is occupied by a group of industrial units arranged around a hardstanding yard. Both adjoining commercial uses are separated from the application land by strips of vegetation comprising trees and hedgerows. Land to the north of the site comprises open farmland. A row of two storey houses run parallel with the southern site boundary on the opposite side of Lytham Road.

Details of Proposal

The application seeks outline permission for a residential development of up to 115 dwellings. The only matter applied for as part of the application is access. This is defined in the Development Management Procedure Order as follows:

Access – the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network; where “site” means the site or part of the site in respect of which outline planning permission is granted or, as the case may be, in respect of which an application for such a permission has been made.

Matters of layout, scale, external appearance and landscaping are reserved for later consideration.

The scheme proposes a new access into the site from Lytham Road. This access would be located to the southwest corner of the site and would form a priority (give way) junction onto the A584. Visibility splays of 2.4m x 59m would be achieved in both directions at the junction of the site access with Lytham Road.

The following off-site highway improvement works (as shown on drawing no. 0988-F01) are also proposed as part of the scheme:

- a) The provision of a ghost island right hand turn lane into the site from Lytham Road for westbound vehicles.
- b) Coloured surfacing to mark the east and west bound cycle lanes on the northern and southern frontages of Lytham Road.
- c) The introduction of speed reducing surfaces in the form of ‘dragon’s teeth’ and ‘SLOW’ road markings on the eastbound approach to the site along Lytham Road.
- d) The realignment and widening (to 2m) of the existing footway to the northern frontage of Lytham Road.
- e) The formation of a pedestrian refuge to the centre of the carriageway approximately 27m to the west of the proposed access.

The site access would merge with a 6.5m wide estate road flanked by 2m footways to both sides. The centreline of the access would be located 67m to the east of the existing opening serving Clifton House Farm and 30m to the west of the dropped crossing serving no. 278 Lytham Road.

The new estate road would form a spine running in a north-south direction through the site with cul-de-sacs branching off into narrower roads to the east and west. A rectangular area of public open space would form a ‘village green’ providing a central focal point to the development with individual pockets of housing encircling the green. Strips of open space would also be retained, supplemented or introduced along the site perimeters to provide buffers with adjoining land. A series of balancing ponds and swales would be provided to form SUDS within these areas of open space. In total, an area of 0.87 hectares is to provide green infrastructure in connection with the development.

Whilst scale is not applied for at this stage, indicative elevations and parameters outlined in the Design and Access Statement indicate that the majority of dwellings are to be two storeys in height, with this rising to 2.5 storeys in 'gateway' locations. An indicative layout has been submitted as part of the application. This shows a combination of 2, 3 and 4 bed houses in terraced, semi-detached and detached forms.

The scheme acknowledges an application for a residential development of up to 53 dwellings on the Oaklands Caravan site to the east (reference 15/0194 – approved subject to the completion of a planning obligation). The indicative positions of three pedestrian footpaths linking through to the adjoining site are shown within the eastern boundary. The central area of open space is also shown to adjoin that proposed on the Oaklands site in order to provide connectivity with green infrastructure.

Relevant Planning History

15/0903 - Outline application for residential development of up to 115 dwellings and associated infrastructure (access applied for with other matters reserved): resubmission of application 15/0562
- Pending decision.

Relevant Planning Appeals History

Whilst there have been no appeals relating to the application site, an appeal for up to 360 dwellings was allowed at Blackfield End Farm on 24 September 2015 (appeal reference APP/M2325/A/14/2217060). This appeal is a material planning consideration which has implications for the Council's case in respect of this appeal.

Parish/Town Council Observations

Bryning with Warton Parish Council were notified of the application on 25 August 2015 and for a second time on 5 April 2016 following the receipt of amended plans. The Parish Council object to the application on the following grounds:

- The Parish Council express its extreme disappointment and utter disillusionment with the applicants in the submission of this application in advance of an adopted 'Fylde Local Plan' and the Parish Council Neighbourhood Plan both of which are progressing toward completion in the near future. It is the view of the Parish Council that were this application to be granted it would be against the principles of the NPPF and every intention of the Government in regard to local planning by its introduction of the legislation in the Localism Act.
- The timing of this application seems fuelled by the intention of defeating these emerging plans and compounding the complexity of surrounding issues in regard to proposed numbers (a more sustainable total development of approximately 650 dwellings through for the term of the plan to 2032) of residential dwellings permitted within the respective 'Plans' and designated sites within Warton. On this basis alone the Parish Council make representation that no further residential developments can or should be considered, or decided, until the Secretary of State has decided on the Blackfield End Farm appeal. Likewise the emerging Bryning with Warton Neighbourhood Plan, or 'BWNP' and Borough Council emerging 'Local Plan' should be fully adopted before consideration of this application as the implications of approval are so significant to the whole process that in the absence of legislative prohibition the planning authority should refuse the application out right. There

are no material considerations to grant this application in advance of approval of the Fylde Borough Local Plan or the Neighbourhood Plan.

- While the application itself may be considered of a modest scale, account must be taken of pending decisions for the far larger residential developments in Warton which are strongly objected to as being ill-conceived and excessive developments in the context of sustainable development proportionate to the supporting infrastructure with no proposed remedy to such absence.
- It is acknowledged that in this instance the developers have engaged with Bryning with Warton Neighbourhood Plan Steering group, at a couple of presentations and single meeting with other parties, regarding their proposals toward this particular site. To imply 'comprehensive' is suggested an exaggeration but this was in regard to future residential development in the context of layout and discussions as to conformity to the aspirations of the Neighbourhood Plan seemed to have been overlooked. The applicant only affords 'very limited weight to this Plan' so clearly the views and opinions of the community which put together and approved the Plan are not important to them. It should be noted that progression toward an actual imminent development application was neither supported nor approved and in the haste to submit this outline application it does not conform to the outlined proposals contained within the Neighbourhood Plan, even to the preliminary 'access applied' where there are the strongest concerns of road layout and traffic flows which were voiced.
- This development is not sustainable in the absence of substantial infrastructure improvements. This position has been maintained with the developers from the outset. It is noted that while the site may be made available for development at some time in the future, as highlighted in the proposed draft 'Fylde Local Plan', and also indicated as viable for some potential development in the draft Neighbourhood plan which are moving forward to completion but have not been adopted, the proportion of residential housing is vastly excessive to any identified or even speculative need in the area for years to come. The ratio of additional housing in this application, in addition to approved and pending applications, will exceed the original projected development in the area envisioned to 2030 by the Borough which has been accepted as being excessive.
- The Parish Council maintain that refusal is justified in that the circumstances are such that:
 - the development proposed is so substantial, and its cumulative effect would be so significant, that to grant permission would undermine the plan making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood plan; and
 - the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.
- The applicants have provided an extensive report on the weight they feel should be attached to the respective Plans but its conclusions are conflicting in some respects other than naturally in favour of supporting their development regardless of which guidance or regulations the planning authority use to consider the application. The Parish council would regard that this application concerns green field land that falls outside the limits of development SP1 and is thus indicated as Countryside area SP2. The proposed development does not meet categories within the policy SP2 and on this basis should be refused in any consideration under this local plan.
- This application for another major development of up to 115 additional houses in Warton makes great reference to the need for housing both in the Fylde and in particularly the rural Village of Warton. The Borough Council is addressing these needs elsewhere and recognises the dangers of overdevelopment in Warton. The applicants acknowledge the extensive existing developments which are being built, have been approved or that have been refused and are pending decisions on appeal. In review of the Planning Statement it makes

affirmation in the presumption in favour of Sustainable Development. These statements are highly speculative with no evidence that the development will support such 'sustainable' benefits given the existing restricted local infrastructure. It is far from 'clear' that the proposed development satisfies the three dimensions of constituting sustainable development in accordance with the NPPF and therefore should be refused. Some further information provided in the planning statement which leads to support sustainability is materially incorrect. There is no medical surgery, dentist or bank available to residents in Warton. Reference is also made to Warton being a 'Town' yet it is a village. In reality for the community of Warton the infrastructure is not in place to support the proposal's 'sustainability'.

- The Parish Council expresses the most serious concerns about yet another development estate entrance and exit on to Lytham road. Apart from the cumulative effect of another junction where traffic negotiating the access will create additional hazards to both carriageways of Lytham road, it will negatively impact on the existing flow of traffic through the village. It is located on a stretch of the road with poor or non-existent visibility of traffic coming from the direction of Lytham due to the bends of the road. There are known to be a concerning number of minor road collisions in the immediate area but unfortunately these go unreported in the absence of any formal police attendance. Outlined traffic calming measures will potentially add to the problems of traffic flow and create the scenario of fast moving vehicles coming out of the bend into the back of slow moving vehicles negotiating the traffic calming measures or vehicles turning into the newly created junction. This stretch of road already creates problems for some pedestrians (particularly the elderly and young) crossing, which the Parish Council has previously tried to address with the County Council. It is noted that Highway concerns have been expressed by the Planning Officer.
- Attention is also drawn to surface water run off/ flooding and drainage. These are vital issues that will affect the land once the Riversleigh development is completed and should the Blackfield End Farm application be approved. The consequences of surface water and capacities of drainage from surrounding developments will naturally impact on their reports. It has already been acknowledged by Fylde Borough Council that the issues of flooding and surface water in the area will need addressing and there is extensive evidence of existing problems. Even at outline stage these issues are of extreme concern and clarity as to how they will be addressed should be fully outlined before an application considered.
- Although appreciated this is only an outline application the indication of properties in excess of two storeys is not in keeping with the nature of the surrounding properties and appearance of the village. This is one of several issues raised during the 'consultation' in regard to the Neighbourhood Plan that shows the developers have not considered the representations during the meeting and disregard the local community representatives even at this stage.
- If this application were to be granted at this stage it would have made much of the entire process in preparation of a Neighbourhood plan a waste of time and money, as effectively the entire Plan would have to be revisited and revised to accommodate this proposed level of development. Given the work and efforts expended to date this would be in the absence of any confidence in the planning process. It would reflect negatively on the ability of those elected to local and national government to influence or impact on the planning process for a piece of legislation that was without material substance and presented false hopes and promises.

Statutory Consultees and Observations of Other Interested Parties

BAE Systems:

- No objections.

County Archaeologist:

- The site has some small potential for the survival of early remains although no sites pre-dating the medieval period are noted nearby on the Lancashire Historic Environment Record and agricultural activity is likely to have masked or damaged potential remains. A possible medieval moated site is noted on the HER some 500m to the north of the development area, although no field investigation has taken place there.
- The Heritage Statement identifies a number of heritage sites, only one of which falls into the proposed development area. This is a building or buildings marked on the OS mapping of 1847. This appears to have been altered by the demolition of its eastern half by the time of the 1893. The site is not named on either map and is completely lost at some date between 1937 and 1968. Some earthwork remains of the site were, however, noted during the field walking of the site undertaken for the Heritage Statement.
- It is not considered that this site is of sufficient importance as to require preservation at the expense of the development but it should be investigated and recorded before development starts. We would, therefore, recommend that an appropriate condition is applied to any consent granted to this or subsequent applications.

Electricity Northwest:

- The development is shown to be adjacent to or affect Electricity North West operational land or electricity distribution assets. Where the development is adjacent to operational land the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting Electricity North West, Estates and Wayleaves, Frederick Road, Salford, Manchester M6 6QH.
- The following assets are within or in close proximity to the southern boundary of the proposed development site - Live low and High Voltage cables. The applicant should be advised that, should there be a requirement to divert the apparatus because of the proposed works, the cost of such a diversion would usually be borne by the applicant. The applicant should be aware of ENW's requirements for access to inspect, maintain, adjust, repair, or alter any distribution equipment.

Environmental Health Officer (EHO): No objections. It is recommended that the following conditions are attached to any permission granted:

- Construction times should be limited to 08.00 – 18.00 Monday – Friday; 08.00-13.00 Saturday and no activity on site on Sundays or Bank Holidays.
- The air quality report refers to dust suppression during the operational phase. The applicant must ensure that the mitigation measures necessary are available on site and can be implemented when necessary. In particular a water source that can assist to prevent dust escape to nearby dwellings.
- All windows fitted to facades facing the road at noise measurement point 1 in the noise survey shall be fitted with glazing that has a noise reduction value of RTRA 34dB.
- A precautionary approach should be taken with respect to the potential for contamination.

Greater Manchester Ecology Unit (GMEU):

- The application site is not itself designated for its nature conservation interest. The nearest statutorily designated site is the Ribble and Alt Estuaries Special Protection Area (SPA) and the contiguous Ribble Estuary SSSI, less than 1km to the south. The nearest Local Wildlife Site (Biological Heritage Site), Warton Brows, is about 1km south of the application site.
- The site itself does not support habitats of high nature conservation value and is dominated by species-poor improved agricultural grassland. The site is set between an existing

caravan/mobile home site and a small business park and is adjacent to Lytham Road, a busy main arterial road.

- The Ecology Surveys submitted in support of the application have been carried out by suitably qualified consultants and are generally to appropriate and proportionate standards. The surveys have established that the site has only low potential to be used by specially protected species, except for breeding birds and relatively small numbers of foraging bats.
- While the application site is within 1km of the Ribble and Alt Estuaries SPA, it is separated from the SPA by a busy main arterial road and other built development. There will therefore be no direct impacts on the special interest of the SPA arising from the development of the field.
- The field does not provide suitable habitat for the important water and wading birds which use the Estuary. It is close to other built developments and the main road, meaning that it will be subject to levels of disturbance such that birds are unlikely to settle in any numbers. One impact that could potentially arise from the scheme is increased recreational use of the Estuary resulting from an increase in local population, which could in turn cause increased disturbance to birds using the Estuary. However, the modest increase in population arising as a result of the development, the site's separation from the estuary and its lack of direct accessibility from the application site and the provision of open space on site means that the development proposal will not result in a significant increase in recreational disturbance such that there will be a substantive impact on the special ecological interest of the SPA.
- The development, when considered alongside other recently permitted housing developments, may have a cumulative impact on the SPA, but Warton is separated from the Estuary by the active aerodrome making casual recreational access more unlikely. Any potential recreational impacts from residential developments in Warton on the SPA can best be controlled by properly managing (restricting) access to the most important areas of the Estuary nearby. As a precautionary measure, it is recommended that the developer provides future residents with some information about the high value of the Estuary for birds and the need to be sensitive to this.
- No bat roosts have been recorded on the application site itself, but the site is used by foraging bats and there are known bat roosts within 150m of the site. The Masterplan for the site indicates that the most valuable habitat for bats is capable of being retained and, in places, enhanced. Therefore, the development is unlikely to cause harm to local bat populations.
- The site is dominated by species-poor grassland of limited nature conservation value. Although the majority of this habitat will be lost, this will not cause substantive harm to wildlife interests. There are some features on and close to the site of local value, including trees and hedgerows, but these features are capable of being largely retained, as shown in the illustrative masterplan. There is also scope for new landscaping that could benefit nature conservation interests.
- Parts of the site have some potential to support nesting birds, although the most important areas of the site for birds are capable of being retained and enhanced as part of the scheme.
- Conditions are recommended requiring that:
 - Groundworks and any required vegetation clearance commences outside of the optimum period for bird nesting (March to July inclusive).
 - Biodiversity enhancement measures should be incorporated into the scheme (e.g. new tree planting, new hedgerows and a pond within the planned-for central greenspace). These landscape features should be designed so as to maximise their biodiversity value (e.g. by using appropriate species and by appropriate design of the pond). To this end a detailed, comprehensive Landscape Plan should be prepared for the site and, once approved, this Plan should be implemented in full.

Lancashire County Council contributions (updated position 06.04.16):

- Any requests for financial contributions are based on the pupil yield generated by a development. This is calculated on the basis of the number of dwellings to be constructed and rises in line with the number of bedrooms to be provided. In cases where the number of bedrooms is unknown (e.g. with outline permissions where this will only become known at reserved matters), a “medium to worst case scenario” will be applied which assumes each dwelling will provide 4 bedrooms.
- Latest projections for the 4 primary schools located within 2 miles of the site show there to be a surplus of 78 primary school places available in 5 years’ time. There are a number of applications that are pending a decision which will have an impact on the pupil places available. Collectively these applications could yield a total of 164 places. Should these applications be approved prior to a decision being made on this application it would result in a shortfall of 151 school places in five years’. Based on current approvals, a primary education contribution is not required. However, if any of the pending applications are approved prior to a decision being made on this development the claim for primary school provision could increase up to maximum of 44 places.
- Latest projections for 2 secondary schools located within 3 miles of the site show there to be a shortfall of 437 places in 5 years’ time. The proposed development is estimated to generate a yield of 17 pupil places in secondary schools, thereby increasing this shortfall to 454 places. In order to mitigate this impact a financial contribution equivalent to the cost of providing 17 secondary school places should be secured through planning obligation. Using current estimations of bedroom numbers, this would give rise to a contribution of £312,753.76 for this development.
- Following an initial scoping exercise of the local schools it has been determined that Lancashire County Council intend to use the secondary education contribution to provide additional secondary places at Lytham St Anne's Technology & Performing Arts College. To ensure that the approach is in line with the Community Infrastructure Levy regulations, the County Council confirms that there is 1 secured Section 106 agreements pooled against Lytham St Anne's Technology & Performing Arts College, with this school also having been nominated against 3 other developments that do not yet have a S106 in place.

Lead Local Flood Authority (LLFA):

- The FRA and Outline Drainage Strategy provide indicative details of the run off rates and attenuation requirements for the developed site. The greenfield run off rate for the site is confirmed in paragraph 6.3.8 as 22 l/s. In order to demonstrate compliance with Paragraph 103 of the NPPF and the Non-Statutory Technical Standards for Sustainable Drainage Systems the LLFA will require further evidence to ensure that the final surface water drainage design will not result in an increase on the current greenfield run off rate. Further confirmation that the proposed attenuation arrangements for the site are adequate will also be required.
- Prior to designing surface water drainage for the site, a full ground investigation should be undertaken to fully explore the option of ground infiltration to manage the surface water in preference to discharging to a surface water body, sewer system or other means.
- Flow balancing SuDS methods which involve the retention and controlled release of surface water from a site may be an option for some developments at a scale where uncontrolled surface water flows would otherwise exceed the pre-development greenfield runoff rate. Designing green space and public realm with SuDS that work well when both wet and dry can provide valuable community recreational space as well as important blue and green infrastructure.
- The LLFA has no objection to the application and recommends that conditions are imposed with respect to:

- Ensuring an appropriate surface water drainage scheme as part of any application for reserved matters. This should include provisions to demonstrate that the post-development rate of surface water run-off will not exceed the pre-development rate (including a 30% allowance for climate change), details of flow attenuation mechanisms (including the use of SUDS and their timetable for implementation) and site investigations to confirm infiltration rates.
- Provisions for the management and maintenance of any SUDS scheme.
- Management of surface water during the construction phase (including pollution prevention).

Local Highway Authority (LHA): Comments as follows (11.04.16):

Access:

- The revised access proposal shows visibility splays of 2.4m x 59m in both directions at the junction with Lytham Road. These splays are acceptable in this location having regard to observed/surveyed vehicle speeds in the area.
- The revised position of the access creates increased conflicts with turning vehicles from Florence Avenue and those turning into and out of no. 291 Lytham Road.
- The proposed junction is in close proximity to the existing bus stop on the opposite side of the road. This arrangement is not acceptable. If bus stops are to be relocated as part of the application their new locations will need to be identified at this stage and the public consulted as appropriate.
- The proposed traffic calming 'dragon's teeth' markings are not acceptable as these are shown within the existing double white line system and associated markings on the A584 to the west of the site. Further consideration is necessary in regard to appropriate traffic calming/speed reduction measures on the approach to the site access.
- The revised access location has created a long, straight section of access road into the site from the proposed junction as shown on the illustrative masterplan. This layout will potentially encourage excessive vehicle speeds and is not considered to be in-keeping with Manual for Streets which requires that horizontal alignment should be used wherever possible to achieve vehicle speeds that are appropriate and self-enforcing without the need for further traffic calming.
- It is acknowledged that the on-road cycle lanes along the site frontage have been increased to 1.5m along with proposals to increase the visibility of these measures to other road users. The extent of this improvement needs further consideration.
- A Stage 1 Road Safety Audit is being prepared by the appellant for the revised access location, but this has yet to be passed to LCC.
- The provision of gateway treatment/traffic calming measures should be agreed in principle at this stage.

Traffic flows, modelling and network capacity:

- There remain a number of queries in regard to the assessment traffic figures, having particular regard to the effects of Preston Western Distributor. It is expected that final agreed traffic figures will be agreed with the appellant in late April.
- Initial modelling from all parties indicates that LCC's original concerns can be resolved. However, this cannot be assumed until traffic flows are agreed with the appellant and modelling work is completed.
- The detailed design of the Church Road junction is ongoing. LCC's initial assessment of this is that an acceptable solution can be provided, but a final arrangement is yet to be agreed.
- All scenarios need to be fully considered and appropriate measures/mitigation identified - for example, the necessary scheme at Church Road were Blackfield End Farm not to come

forward.

Sustainable transport measures:

- The applicant has indicated a willingness to upgrade one bus stop to QBS and provide a pedestrian refuge – they state that this will ensure that opportunities for sustainable travel have been maximised as required by NPPF. I do not consider that the measures offered can be considered to ensure opportunities for sustainable travel have been maximised. The applicant's response does, however, indicate that discussions are ongoing with LCC on other potential section 106 contributions. Such contributions are likely to include:
 - Funding towards UTC scheme, linking traffic signals within Warton.
 - Funding to enhance the highway public realm within Warton.
 - Funding towards improved cycle facilities along the A584 - tying in to existing facilities
 - Public Transport improvements to Quality Bus Standard.
 - Agreement on Travel Plan Support Funding and a commitment from the developer for funding to be made available to the development site travel plan coordinator to deliver measures, if necessary, should the targets within the travel plan fail to be achieved.

Summary:

- LCC are continuing to work with the appellant's Transport Consultant to address all matters considered to be outstanding with a view to reaching agreement where possible. However, until this work has been carried out by the appellant and all other matters addressed to LCC's satisfaction, it will not be possible to give our support to the application.
- On completion of the necessary analysis and with the support and agreement of the appellant on other outstanding matters there is, however, a very strong possibility that LCC Highway concerns could be addressed prior to the forthcoming inquiry (subject to agreement of a Statement of Common Ground).

Lytham St Annes Cycle Group:

- Improvements to adjacent cycle infrastructure should be incorporated into the development. Specifically, an extension of both east and west bound cycle paths should be implemented (both cycle paths currently cease beyond the village boundary); and cycle priority junctions should be provided along both east and west bound cycle paths between Lytham and Warton.

Natural England:

- Natural England has assessed this application using the Impact Risk Zones data (IRZs) and is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which Ribble Estuary SSSI has been notified. We therefore advise your authority that this SSSI does not represent a constraint in determining this application

Planning Policy:

- The proposed development site is located in the Countryside Area as defined by policy SP2 of the adopted Local Plan. SP2 operates so as to resist development proposals in this area, except where it falls within one of five identified categories. The proposed development does not represent one of these exceptions and so is contrary to SP2.
- The draft RPO allocates land for the provision of up to 650 dwellings in Warton over the plan period from 2011 to 2032. The council will work with the BwWNP Steering Group over a master planning exercise as part of the Neighbourhood Development Plan for Warton, to

identify land for 650 dwellings (inclusive of existing plan period commitments). The emerging Local Plan and its housing figure of 650 dwellings for Warton is a material consideration.

- With respect to the BwWNP, in the appeal at Blackfield End Farm the Secretary of State agreed with the Inspector in that, as the BwWNP was at a relatively early stage in its preparation, it carries limited weight. However, the BwWNP establishes the principle of residential development on parts of the application site, providing necessary criteria and provisions such as infrastructure and services are met. Policy BWH1 and figure 6 of the draft Plan identifies that the application site lies within part of site H1 – Warton West.
- This application, along with the appeal decision at Blackfield End Farm and together with exiting commitments, will take the scale of development proposed at Warton to 893 new dwellings. This is beyond what is proposed by this council in its emerging Local Plan and that proposed in the emerging BwWNP. Consideration should also be given to an application for 375 dwellings at Warton East which has been appealed (reference 14/0410) and for 53 dwellings at Oaklands Caravan Park (reference 15/0194).
- The council's published Five Year Housing Supply Statement shows that the borough has a 4.3 year supply of deliverable housing land at 31 March 2015. This calculation is based upon the annual housing requirement figure of 370 dwellings per year, taking account of a 20% buffer and the housing shortfall since the start of the emerging Local Plan period in 2011.
- With the appeal approved at the Blackfield End Farm, and the number of dwellings proposed as part of this application, in addition to existing commitments, the total number of dwellings exceeds the scale of development proposed for Warton. It is for the decision-taker to determine the weight to be attached to these material considerations as part of the planning balance, in line with paragraph 49 of the NPPF's presumption in favour of sustainable development and the council's lack of a 5 year supply of housing.

Tree Officer:

- There are few trees on the site other than those bounding properties. There's an old willow to the front which would have some ecological and habitat value but has been so severely pruned in previous years that its life has been shortened and, on balance, I don't feel it can be defended by TPO. The Illustrative Masterplan suggests its lost for new access, and there is no case for its retention.
- Native-species hedges bound the site and these must be retained as per saved policies EP10 and EP12. They not only bring the attribute of soft screening but also habitat connectivity, foraging, and nesting bird potential.
- The masterplan also indicates some buffer planting to 'frame' the site. This I welcome but suggest it is denser on the boundary with Braithwaite's Yard Business Park to the west. Current screening from this aspect is not strong, and I feel the residential amenity of those properties neighbouring it would be improved by a deep woodland buffer area that would offer not just visual screening but some acoustic buffering.
- I would suggest tree planting for the site boundaries is native woodland mix using those trees well-adapted to our locality – i.e. tolerant of wet and exposed sites, but with a leavening of climax species to add height, interest and longevity.

Urban Design Officer:

- The site is situated on the outskirts of Warton along a major route – the A584, Lytham Road. This landscape character is typical of the Fylde landscapes. The surrounding landscape is low lying undulating countryside which accommodates extensive areas of mixed use agriculture as the predominant land use. Much of the fields are bounded by hedgerows with occasional trees.
- The development of this site will promote ribbon development and will contribute to the

urban sprawl of Warton Village along the A584. Warton Village is very much contained around the village centre, BAE, and community facilities. The development of this site would promote the linear development of the village along the A584, rather than being concentrated around the village centre. This will have a moderate/high impact on the landscape character of the village edge/fringe and the overall setting.

- The site is flanked by Braithwaiths Business Park to the west and Oaklands Caravan Park to the east. To the south along Lytham Road is low density housing. At this point along the A584 there are views across the open countryside to the north.
- The developments to the east and west are low density, thus the countryside provides separation and reinforces the overall landscape character and visual linkages to the Ribble Estuary. The development of this site will block views into the open countryside and adversely impact on the visual and physical separation of Warton Village and Lytham St Anne's and on the overall landscape character of the A584 at this location.

United Utilities:

- The site should be drained on separate systems for foul and surface water disposal. The hierarchy in the Building Regulations identifies preferences for surface water drainage as follows: (1) soakaways; (2) a surface water body; and (3) a sewer. A condition should be attached to any permission granted requiring details of foul and surface water disposal to be submitted before any development takes place. The condition should require that surface water drains separately to foul water and no surface water should be permitted to drain to the existing combined sewer network. Any surface water draining to the public surface water sewer must be restricted to a maximum pass forward flow of 20 l/s.

Neighbour Observations

Neighbours notified:	25 August 2015
Site notice posted:	4 September 2015
Press notice:	3 September 2015
Amended plans notified:	All neighbouring properties and other interested parties who made representations to the initial round of public consultation were notified following the receipt of amended plans on Tuesday 5 April 2016 and given a further 21 days (until 26 April) to make any additional comments.
No. Of Responses Received:	17
Nature of comments made:	17 objections

The points raised in the letters are summarised as follows:

- When considered in combination with other recent applications the scale of development in Warton would be disproportionate to the size of the settlement. There are a lack of jobs, schools, doctors, dentists and infrastructure to support further development and the level of growth proposed is unsustainable for a village of this size.
- The application has been submitted before the Neighbourhood Plan has been finalised and is premature. As Blackfield End Farm has now been allowed, the quota for new housing in Warton has already been met and any further housing would exceed the limit identified in both the emerging Local and Neighbourhood Plans.
- The development would result in an unacceptable increase in the volume of traffic on Lytham Road, particularly when considered in combination with adjacent developments at Oaklands and Riversleigh, and in the wider Warton area. This route is already congested and any increase in traffic would exacerbate the situation. It is also unclear whether the development will make adequate provision for parking within the new development

(including that for visitors).

- Adding a further access point onto Lytham Road will adversely affect the safety of both motorists and pedestrians and will make it very difficult to cross Lytham Road. Visibility is restricted by a bend in the road adjacent to where the access is proposed and vehicles often travel in excess of the 30mph speed limit. This is likely to result in an increase in the number of collisions. A pelican crossing should be introduced as part of the scheme in order to allow pedestrians to cross over Lytham Road safely and will act as a traffic calming measure.
- Lytham Road is not wide enough to accommodate a dedicated right hand turn lane for westbound vehicles into the site. Queuing vehicles waiting to enter the site will result in stop-start traffic which will exacerbate existing congestion in the area. Certain forms of traffic calming (e.g. speed humps) would also not be appropriate on a classified road.
- The development would result in a loss of valuable agricultural land and open greenspace which provides an attractive rural backdrop to Lytham Road. The existing hedge is also a valuable landscape feature which is likely to be removed in order to allow the construction of an access road and SUDS. The development of the site would result in a loss of views for residents on the opposite side of Lytham Road and would erode the rural edge of the village.
- The proposed village green is in the wrong position and inaccessible to existing residents. It should be moved to the front of the site in order to ensure a greater standoff with Lytham Road, better integration with the remainder of the village, a more effective means of retaining standing water and a more pleasing visual approach into Warton.
- Flooding occurs on a regular basis in the area. Therefore, existing drainage infrastructure will need to be improved in order to accommodate the development.
- The Neighbourhood Plan identifies a smaller scale of development in this area of the village than would be brought forward under all applications to the west of Warton. The Neighbourhood Plan also identifies: (i) larger areas of public open space, wider buffer areas for walking, cycling, wildlife corridors and to protect existing properties; (ii) the introduction of traffic calming measures on Lytham Road; (iii) a further stand off to set the development back from Lytham Road. These elements are all lacking in the current scheme.
- The housing proposed alongside Lytham Road, and particularly that which is 2.5 storeys tall, would not be in-keeping with surrounding dwellings which, instead, are a maximum of two storeys in height. The scale of the housing and its proximity to neighbouring properties would have an oppressive impact on residents facing the site and would infringe upon the privacy of surrounding occupiers through overlooking. The footprints of the dwellings also appear to be understated on the plan when compared to those of caravans and houses on the adjacent site.
- Approval of the scheme would set an undesirable precedent for future development and would result in the developer submitting a further application to connect the Clifton House Farm and Blackfield End Farm sites (as shown in their masterplan for the Blackfield End Farm appeal).
- Houses do not sell well in Warton and there is no demand for the new properties. The proposed houses planned are not in-keeping with the village. There is a greater demand for bungalows to serve an aging population than there is for two storey houses.
- The development would create a 'closed community' which would not integrate well with the remainder of the village and its open spaces would not be accessible to residents outside the site.
- The development would have a disruptive impact on surrounding residents during the course of construction.

Additional comments received in respect of amended access plans (as publicised Tuesday 5th April 2016):

- The proposal represents overdevelopment of an area that is already the subject of several applications for large-scale housing developments. There is already insufficient infrastructure in place in terms of schools, doctors, dentists etc.
- Warton takes traffic travelling from Blackpool/Lytham to Preston, and vice versa. There are also over 2000 employees from BAE travelling along Lytham Road. The passage of traffic along Lytham Road has also been slowed by the new signalised junction at the GEC Marconi site. The result of this is that the roads in Warton are becoming deadlocked at peak times on a daily basis. This situation can only be worsened through the addition of traffic from a further 115 dwellings entering onto Lytham Road. The removal of subsidised bus services in the evenings and at weekends will exacerbate this situation.
- The revised access arrangements onto Lytham Road would place the access almost opposite, and too close to Florence Avenue, which also has a lot of traffic entering and leaving at peak times.
- If more traffic calming measures are put in place this will slow the passage of vehicle traffic through the village, leading to even more queues.
- The revised access arrangements do not show the position of the two bus stops on each side of the road in the vicinity of the site access. A pedestrian refuge island is also proposed opposite an existing residents' access onto Lytham Road, making it impossible for vehicles exiting this access to turn right onto Lytham Road.
- There have been a number of accidents in the vicinity of the proposed access and it is a bad location to emerge onto Lytham Road as it is on a blind bend.

Relevant Planning Policy

Fylde Borough Local Plan:

SP02	Development in countryside areas
HL02	Development control criteria for new housing proposals
HL06	Design of residential estates
TR01	Improving pedestrian facilities
TR03	Increasing provision for cyclists
TR05	Public transport provision for large developments
EP10	Protection of important landscape and habitat features
EP11	Building design & landscape character
EP12	Conservation trees & woodland
EP14	Landscaping of new developments
EP15	Protection of European wildlife sites
EP16	Development in or near SSSI's
EP18	Natural features
EP19	Protected species
EP21	Archaeology
EP22	Protection of agricultural land
EP25	Development and waste water
EP27	Noise pollution
EP29	Contaminated land
EP30	Development within floodplains
CF02	Provision of new primary schools
TREC17	Public Open Space within New Housing Developments

Draft Fylde Local Plan to 2032 – Revised Preferred Option (Emerging Local Plan):

S1 – The proposed Settlement Hierarchy

DLF1 – Development Locations for Fylde
SL3 – Warton Strategic Location for Development
H4 – Affordable Housing

Bryning-with-Warton Neighbourhood Plan (BWNP):

BWH1
BWH2
BWLC2
BWNE1
BWNE2
BWNE3

Other Relevant Policy:

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

Site Constraints

Within countryside area
Tree Preservation Order

Environmental Impact Assessment

The development is of a type listed within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 (as amended), but does not exceed the threshold in Column 2 of the table relating to category 10(b) developments. Therefore, is it not Schedule 2 development for the purposes of the Regulations and, accordingly, is not EIA development. The Council has issued a screening opinion (reference ENQ/15/0136) to confirm that the proposal is not EIA development.

Comment and Analysis

Principle of development:

Policy context:

Paragraph 38 (6) of the Planning and Compulsory Purchase Act 2004 indicates that development proposals should be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory development plan for Fylde comprises the saved policies of the Fylde Borough Local Plan (2005). However, paragraph 215 of the NPPF makes clear that, where there is conflict with between the policies in the Local Plan and the Framework, the NPPF should prevail.

With respect to emerging plans, paragraph 216 of the NPPF states that “from the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in [the] Framework (the closer the policies in the emerging plan to the policies in the Framework,

the greater the weight that may be given).”

As outlined at paragraph 14, the underpinning principle embedded within the NPPF is a presumption in favour of sustainable development. In terms of decision taking, this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission 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; or
 - specific policies in [the] Framework indicate development should be restricted.

Paragraph 55 of the NPPF states that:

- To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances.

In addition, the first and third bullet points to the ‘Rural Housing’ chapter of the NPPG identify that:

- It is important to recognise the particular issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the broader sustainability of villages and smaller settlements. This is clearly set out in the National Planning Policy Framework, in the core planning principles, the section on supporting a prosperous rural economy and the section on housing.
- Assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. However, all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.

FBLP Policy SP2 indicates that, in Countryside Areas, development will only be permitted where it falls into 5 categories. None of these categories are applicable to the proposed development and, accordingly, there is conflict with policy SP2 in this regard.

Criteria (1), (2), (3) and (7) of FBLP policy HL2 state that planning applications for housing will be permitted where they:

- Are acceptable in principle and compatible with nearby and adjacent land uses.
- In keeping with the character of the locality in terms of scale, space around buildings, materials and design; and
- Developed at a net density of between 30-50 dwellings per hectare.
- Are in a sustainable location having regard to the local availability of shops, schools, employment sources, public transport and other community facilities”.

A number of representations have been made which refer to Fylde Borough’s Emerging Local Plan (ELP) which has reached the Revised Preferred Options (RPO) stage. The Council published its Draft Responses Report (DRR) in February 2016 following the latest round of public consultation on the ELP which ended in autumn 2015. The DRR was considered by Members of the Development Management Committee at their meeting on 9 March 2016. Members of this committee resolved, subject to 10 additional amendments (none of which directly affect Warton), to approve the revisions proposed in the DRR and for these to be carried forward to the Publication Version of the

Local Plan to 2032. Accordingly, all references to the ELP below incorporate the revisions set out in the DRR as approved by the Development Management Committee on 9 March.

Policy S1 of the ELP identifies Warton as a Local Service Centre and policy DLF1 includes Warton as a Strategic Location for Development. Policy SL3 relates specifically to Warton and identifies existing committed housing sites which will provide up to 778 homes in Warton over the plan period. Policy SL3 states that:

- “Proposals for development of the following strategic and non-strategic sites [which include housing commitments totalling 778 homes] on the Policies Map accompanying this plan will be supported.”

This figure takes account of all committed developments in Warton, including the 360 allowed at BEF, and replaces the previous text in the policy which referred to the housing target of “up to 650 homes” identified in the BWNP. The Publication version of the ELP will be subject to examination by the Secretary of State before it is formally adopted and, accordingly, continues to carry only limited weight in the decision-making process.

In contrast to the ELP, policy BWH1 of the BWNP identifies the provision of up to 650 homes in Warton over the plan period. Policy BWH1 requires that these 650 houses are provided within the settlement boundary identified in Figure 5 of the BWNP. In addition, Figure 6 identifies two allocations to the west (H1) and east (H2) of Warton to accommodate this level of housing development and Figure 7 provides a housing concept plan. This figure has, however, already been exceeded as a consequence of the appeal allowed at BEF and, accordingly, an updated position which includes existing housing commitments of up to 778 dwellings is set out in the ELP.

Notwithstanding the changes to the ELP, it is noted that the overwhelming majority of the site (approximately 77 % of the overall site area) falls within allocation H1 of policy BWH1 to the BWNP. The exception to this is a *circa* 0.85 hectare area to the northern end which falls outside this allocation. The concept plan in Figure 7 of the BWNP includes provision for housing, public open space and buffer zones to the perimeter of the site to create wildlife corridors and access routes.

With respect to the BWNP, this was submitted to the Council on 23 September 2014 and the publicity period ended on 28 November 2014. The BWNP was submitted for independent examination in February 2016 and the Examiner’s report was published on 8 April 2016. The Examiner’s report recommends a number of modifications to the BWNP which the Examiner considers are required in order for the plan to meet the four basic conditions for neighbourhood plans set out in paragraph 8(2) of Schedule 4B to the Town and Country Planning Act 1990.

With respect to housing developments, the most significant of these modifications comprises the deletion of the housing chapter at section 4.2 of the plan (in its entirety). Therefore, if the Examiner’s recommendations are carried forward in the final version of the BWNP (to be put to referendum) this will mean that, amongst other revisions, all housing policies (BWH1 and BWH2) the settlement boundary plan (figure 5), the housing allocation map (figure 6) and the housing concept plan (figure 7) will be deleted from the plan. Allied to this, the aspirational housing figure of 650 dwellings cited in policy BWH1 would also be deleted.

At this stage a final, consolidated version of the BWNP has not been prepared following the publication of the Examiner’s report. It is, therefore, unclear what the contents of the final document to be put to referendum will include. Nevertheless, due regard must be given to the Examiner’s report as, if the suggested modifications are not carried forward, there is a risk that the

BWNP would fail to meet the basic conditions.

Notwithstanding the recommended modifications in the Examiner's report which propose the deletion of the housing policies in the BWNP (and, along with this, the aspirational housing target of 650 dwellings), the Secretary of State allowed an appeal for 360 dwellings at Blackfield End Farm (BEF – appeal reference APP/M2325/A/14/2217060) on 24 September 2015 which permitted a significant exceedance of the 650 figure as set out in the submission version of the BWNP at that time. Among other matters, the BEF decision comments on the weight which should be attached to both the Emerging Local and Neighbourhood plans in the context of developments in Warton. Therefore, significant weight must be given to this decision when considering this application. With respect to the appeal at BEF, the Secretary of State concludes, at paragraph 6 of his summary, as follows with respect to the weight to be attached to the Emerging Local and Neighbourhood plans:

- “In deciding the appeal, the Secretary of State has had regard to section 38(6) of the Planning and Compulsory Purchase Act 2004 which requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan comprises the saved policies of the *Fylde Borough Local Plan as altered – October 2005* (LP). The Secretary of State has also taken account of the emerging Local Plan (ELP); and he agrees with the Inspector and the main parties to the appeal that, **as it is at a relatively early stage in its preparation, it carries only limited weight**. Similarly, the Secretary of State also agrees with the Inspector that **the provisions of the emerging Neighbourhood Plan (ENP) can carry only limited weight at this stage**” (emphasis added).

Given the above, and notwithstanding the recommendations in the Examiner's report with respect to the BWNP, it is considered that both the ELP and the housing policies proposed within the BWNP can carry only limited weight in this case. Moreover, it is noted that the BEF appeal was allowed in spite of the fact that none of the land fell within the allocations in Figure 6 of the BWNP. Therefore, the fact that part of the site lies outside allocation H1 in the BWNP should not be seen as a constraining factor to the principle of residential development on the site, particularly in the absence of a 5 year supply of housing land.

In conclusion, neither the ELP nor the BWNP currently form part of the statutory development plan for the purposes of paragraph 38 (6) of the Planning and Compulsory Purchase Act 2004. Whilst they are material considerations, given their unadopted status they can carry only limited weight in the decision making process and should not be seen to provide the prevailing policy context in the determination of planning applications. Moreover, the Examiner for the BWNP has recommended a number of modifications to the Neighbourhood Plan which would have the effect of removing the proposed housing policies and allocations from that plan (including the aspirational housing figure of 650 dwellings). Accordingly, the principal documents to be referred to in this respect are the NPPF and the FBLP (save where it conflicts with the NPPF). In this case, substantial weight should also be attached to the Secretary of State's decision in respect of the BEF decision.

Housing:

The site falls within the Countryside Area as defined on the FBLP Proposals Map. Policy SP2 indicates that, in Countryside Areas, development will only be permitted where it falls into 5 categories. None of these categories are applicable to the proposed development and, accordingly, there is conflict with policy SP2 in this regard.

FBLP policy SP2 indicates that the only circumstance where housing would be permissible within the Countryside Area will be in the case of rural exception sites for affordable housing in accordance

with the provisions of policy HL3. However, this approach to resist private market housing in the countryside area cannot be considered to be up-to-date (and, accordingly, sustainable) for the purposes of the NPPF where a Local Planning Authority is unable to demonstrate a 5 year supply of housing. Indeed, paragraph 55 of the NPPF, supplemented by the Rural Housing chapter to the NPPG, supports the principle of sustainable housing developments in rural areas providing that it would not result in the construction of new isolated homes in the countryside.

Paragraph 47 of the NPPF requires Local Planning Authorities to “boost significantly the supply of housing” in order to “provide five years’ worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”. Paragraph 49 of the NPPF states that: “housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites”.

The Council is presently unable to demonstrate a 5 year supply of housing land, with the latest Five Year Housing Land Supply Position Statement (dated March 2015) indicating that it is able to demonstrate a supply equivalent to 4.3 years (including a 20% buffer to deal with a period of persistent under delivery). Therefore, the absence of a 5 year supply places policy SP2 (and, allied to this, the approach in policy HL3) in conflict with the NPPF.

The Council has been successfully challenged at a number of recent appeals where it has sought to resist housing within the countryside area as a matter of principle. In particular, the BEF appeal (paragraph 13) concludes as follows with respect to housing land supply:

- “Having carefully considered the Inspector’s discussion on housing land supply, the Secretary of State agrees with his conclusion that there is not a five years’ supply of housing land. The Secretary of State therefore also agrees with the Inspector that the contribution of the appeal site towards making such a provision carries considerable weight in support of the appeal proposal”.

Whilst acknowledging the limited weight which can be attached to the BWNP as a result of its unadopted status and the Examiner’s recommendation that all housing policies and allocations be removed from the plan, it is noted that the overwhelming majority of the site falls within allocation H1 of the BWNP as identified in policy BWH1. In this respect, the principle of residential development on the site is substantially in accordance with the aspirations in the submission version of the BWNP and this site has been identified as a preferable and sustainable location for housing development as part of the neighbourhood plan preparation exercise. Therefore, notwithstanding any future modifications to the BWNP arising as a result of the Examiner’s report, it follows that the site’s allocation in the submission version of the BWNP which the Examiner considers has been the subject of a “comprehensive and robust” consultation process should carry some weight in favour of the development. This weight is, however, limited by both the unadopted status of the BWNP and the Examiner’s recommendations with respect to the deletion of its housing policies and allocations.

Despite the development’s conflict with FBLP policy SP2 (to which no weight can be attached due to its inconsistency with the NPPF), given the Council’s current lack of a 5 year supply of housing land and the precedent set by the Secretary of States’ decision in respect of the appeal at BEF, combined with the limited weight in favour of the development afforded by its general conformity with the submission version of the BWNP, it is considered that the principle of residential development on the site is acceptable.

Cumulative impact:

Both the Parish Council and objectors have referred to housing numbers associated with recently permitted developments and applications which are pending decision (either by the Council or the Secretary of State) with the implication that, if all these sites were developed, the cumulative impact would result in committed developments far in excess of the target of 650 dwellings set out in the

BWNP. A summary of all major developments submitted since 2012 which have been approved or are awaiting a decision is shown in Table 1.

Approved Developments	
Site	Dwelling nos.
Riversleigh Farm	83
GEC Marconi	254
Meadows View	66
Georges Garage	16
Blackfield End Farm	360
TOTAL	779
Applications/Appeals Pending Decision	
Site	Dwelling nos.
Land east of Warton and north of Freckleton Bypass	375
Nine Acres Nursery	22
Oaklands Caravan Park	53
Clifton House Farm	115
TOTAL	565
GRAND TOTAL (approved + pending)	1344

Table 1: Permitted/pending major applications for residential development in Warton.

As identified in Table 1, and following the recent appeal decision at BEF, a total of 779 dwellings have been approved across five sites since 2012. Development has commenced on three of these sites. Four further applications for residential development (including the application site) which, in combination, would deliver up to a further 565 dwellings are pending decision. Of these, the Development Management Committee resolved to approve the application at Oaklands Caravan Park (reference 15/0194) at the meeting on 6 January 2016 subject to the completion of a planning obligation.

If the Oaklands development is factored in to existing housing commitments, extant/implemented permissions will allow the construction of up to 832 dwellings in Warton during the plan period, including 360 dwellings on an area of land which falls wholly outside the two allocations in Figure 6 of the BWNP. The addition of up to 115 dwellings proposed by this application would increase the permitted housing figure to 947 dwellings. This exceeds the target of 650 outlined in policy BWH1 and the housing commitments (778) set out in policy SL3 of the ELP (though this policy does not suggest a threshold for development in Warton; it simply identifies existing commitments).

The exceedance of the aspirational housing target in the BWNP was considered as part of the BEF appeal. As noted above, the Secretary of State attached only limited weight to the provisions of emerging policy documents (and, accordingly, to the housing target contained therein), with paragraphs 130, 131 and 157 of the Inspector's decision concluding as follows:

- "The appeal proposal is larger than any of the existing commitments, and represents 55% of the reduced figure of 650 dwellings and 31% of the figure of 1,160 in the Preferred Options. These proportions increase to 122% and 68% when existing commitments are taken into account. Insofar as Warton is concerned, there is **no clear explanation in the Responses Report to justify the reduction in housing numbers** indicated therein. In these

circumstances, **I do not consider that the proposed development would undermine the plan-making process.** Moreover, paragraph 21b-014 of PPG advises that the **refusal of planning permission on the ground of prematurity would seldom be justified where a draft Local Plan has yet to be submitted for examination.** With a further version of the Preferred Options yet to be published and consultation to follow, it is clear that the ELP is some way from submission for examination” (emphasis added).

- The appeal proposal would account for more than half of the 650 dwellings put forward in Policy BWH1, and the site is outside the settlement boundary. The proposed development has the potential to have a significant effect on the plan-making process, which is further advanced than that of the ELP. At the date of the inquiry, consultation had commenced on the submission version of the ENP, but it had yet to be formally assessed by the Council, and it had not been submitted for examination. Whilst the number of 650 dwellings proposed in Policy BWH1 is consistent with the stated intention of the Council in respect of the ELP, the provisions of the ELP carry limited weight. I consider that the same is true of the ENP at this stage in the process”.
- “The provision of additional housing to contribute to the land supply in Fylde, consistent with paragraph 47 of the NPPF, is a matter of considerable weight. Given the need for affordable homes, inclusion of accommodation at a proportion of 30% is significant, and the development would provide important economic benefits. Moreover **the development would not be premature in respect of the ELP and the ENP**” (emphasis added).

Concerns have also been raised with respect to a ‘piecemeal’ approach to development in Warton. It is recognised that both the ELP and the BWNP include an aspiration for development to be delivered in a strategic and co-ordinated manner, including the phased delivery of housing and associated supporting infrastructure. In this respect, paragraph 128 of the Inspector’s decision in the BEF appeal concludes as follows with respect to masterplanning:

- “It is clear from the Responses Report on the ELP Preferred Options that the ENP is seen by the Council as encompassing a masterplanning exercise for Warton. Insofar as connectivity is concerned, I conclude that some limited harm arises from the minimal opportunity to provide pedestrian and cyclist links as part of an individual planning proposal”.

Due to different landowner and developer interests it is typical for planning applications to be submitted on individual sites in isolation of one another, even where these form part of a wider land allocation (for example, that put forward in the BWNP). This does not, however, prevent a holistic approach to be taken in order to deliver a comprehensive development. Moreover, it is appropriate for the impact of any individual development (e.g. with respect to transport matters) to be considered on a cumulative basis in combination with other committed developments nearby.

In this case, it is noted that the illustrative layout includes measures to provide connectivity between the application site and adjoining land. In particular, the illustrative masterplan shows three pedestrian routes through to the Oaklands site to the east and the village green extends to the boundary with this site in order to merge with the open space proposed as part of application 15/0194. Three further pedestrian links (in addition to that at the main access point) are shown within the southern boundary onto Lytham Road in order to allow permeability for pedestrian traffic. Accordingly, it is considered that a strong degree of connectivity is capable of being delivered as part of the development in accordance with the aspirations in the RPO Local Plan and the BWNP.

Location:

The site is located on the edge of the village and is in comfortable walking distance of local shops, services and community facilities – principally located along Lytham Road to the east. LCC have

indicated that four primary schools fall within a 2 mile radius of the site and two secondary schools are within a 3 mile radius. Freckleton Health Centre is located further along Lytham Road approximately 1.4 miles to the east. East and west bound bus stops are situated immediately outside and opposite the site. Employment opportunities are also available locally at BAE systems and within the nearby Enterprise Zone. The majority of the site also falls within the settlement boundary defined in Figure 5 of the BWNP.

The proposed development, by virtue of its location on the edge of the settlement, would be well connected to existing facilities and amenities both within and outside the village and would not be unduly isolated from them. The site is accessible by modes of transport other than private car and has reasonable access to employment and education opportunities and other community facilities in the locality. Therefore, it is considered that the proposal represents an appropriate location for development with respect to access to shops, services and employment opportunities for the purposes of FBLP policy HL2 (7) and paragraph 55 of the NPPF.

Loss of agricultural land:

The site presently forms pastureland for grazing animals and approximately half of it is designated as Grade 3 (good to moderate quality) agricultural land on the Agricultural Land Classification Map (the remainder being classified as 'urban'). Paragraph 112 of the NPPF stipulates that:

- "Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality".

In addition, FBLP policy EP22 states that development will not be permitted which would involve the permanent loss of the best and most versatile agricultural land (grades 1, 2 and 3a) where it could reasonably take place on previously developed sites, on land within the boundaries of existing developed areas or on poorer quality agricultural land. Policy EP22 identifies that there is no Grade 1 agricultural land within the borough and, resultantly, Grades 2 and 3a will be considered the best and most versatile.

The Agricultural Land Classification Map is based on the Ministry of Agriculture, Fisheries and Food Soil Survey of England and Wales 1969 which is intended for strategic purposes. The map is not sufficiently accurate for use in assessment of individual sites. The application is supported by an Agricultural Land Quality Report which provides a site specific assessment of soil resources, climate, the current use of the land and its agricultural quality based on the characteristics of the land and soil sampling at three locations across the site, and a total of 15 in the wider area. The report concludes as follows with respect to the quality of the land for agricultural purposes:

- "The survey shows that many soils have medium loam topsoils over heavy textured upper subsoils, and slowly permeable clay below. The majority of the land is of moderate or poor agricultural quality in subgrade 3b and grade 4, while a small amount is best and most versatile land in sub-grade 3a".

The investigation covers a wider area of land spanning some 13.4 hectares, much of which falls outside the site. With reference to the three samples taken within the application site, the report concludes that this comprises land in grades 3b (3.4 hectares) and 4 (0.3 hectares).

Sub category 3b (moderate quality) agricultural land is defined as:

- "Land capable of producing moderate yields of a narrow range of crops, principally cereals and grass or lower yields of a wider range of crops or high yields of grass which can be

grazed or harvested over most of the year”.

Grade 4 (poor quality) agricultural land is defined as:

- “Land with severe limitations which significantly restrict the range of crops and/or level of yields. It is mainly suited to grass with occasional arable crops (e.g. cereals and forage crops) the yields of which are variable. In moist climates, yields of grass may be moderate to high but there may be difficulties in utilisation. The grade also includes very droughty arable land”.

The submitted Agricultural Land Classification report has been undertaken by a suitably qualified person and utilises appropriate desk and field based evaluation techniques to assess the characteristics of the land and factors which affect its agricultural productivity. Following site-specific investigation, the report concludes that the land falls within categories 4 (poor quality) and 3b (moderate quality) and, accordingly, the development would not result in the loss of Fylde’s best and most versatile agricultural land. Therefore, there is no conflict with the requirements of FBLP policy EP22 or the NPPF in this case.

Conclusion on principle:

The Council is presently unable to demonstrate a five year supply of housing land. Therefore, policies which seek to restrict development outside existing settlement boundaries (e.g. FBLP policy SP2) are out-of-date. The Examiner’s report in respect of the submission version of the BWNP recommends a number of substantial modifications to the Neighbourhood Plan, including the deletion of both housing policies (BWH1 and BWH2 – and, by association, the aspirational housing target of 650 dwellings) and the allocations map. Notwithstanding the Examiner’s recommended modifications, the majority of the application site falls within one of the housing allocations in the BWNP (site H1 – west of Warton). Moreover, as has been demonstrated through the recent appeal decision at BEF, the target in the submission version of the BWNP cannot be relied upon to limit the expansion of the settlement in the absence of a five year supply. Accordingly there are, at present, extant permissions for up to 779 dwellings in Warton despite the figure contained within the BWNP. The BEF appeal decision confirms that, due to their unadopted status, the Emerging Local and Neighbourhood Plans (and, laterally, the aspirational housing figure of 650 dwellings) can carry only limited weight in the decision making process. Moreover, as the Examiner’s report on the submission version of the BWNP recommends substantial modifications to the Plan, including the deletion of all the housing policies and allocations (including the aspirational housing figure), it is considered that these policies should carry even less weight in the decision making process. Indeed, the Secretary of State’s recent decision to allow the appeal at BEF allows a substantial exceedance of the 650 dwelling figure by permitting development outside the allocations and settlement boundary proposed in the BWNP.

Warton is identified as a Strategic Location for Development in accordance with policies DLF1 and SL3 of the ELP. The application site occupies a sustainable, edge-of-settlement location which is well related to existing shops, services and employment opportunities in Warton. The site, by virtue of its size and location, is largely in conformity with the development aspirations in the submission version of the BWNP (albeit that this has been somewhat overtaken by the BEF decision and the Examiner’s report) and would make a valuable contribution to the Council’s supply of housing land in accordance with paragraph 47 of the NPPF. Additional benefits arise in this case with respect to the provision of affordable housing on the site and the inclusion of pedestrian/cycle and open space linkages to connect the site with adjoining development sites.

Therefore, it is considered that the principle of development is acceptable and there are no specific local or national planning policies to indicate that development should be restricted as a matter of

principle. Accordingly, the presumption in favour of sustainable development as set out in paragraph 14 of the NPPF will apply unless any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits.

Highways:

The second and third bullet points to paragraph 32 of the NPPF state that decision makers should take account of whether:

- Safe and suitable access to the site can be achieved for all people; and
- Improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Criterion (9) of FBLP policy HL2 indicates that planning applications for housing will be permitted where they would have satisfactory access and parking and would not have an adverse effect on the safe and efficient operation of the highway network, either individually or cumulatively with other permitted developments.

Policy TR1 (2) encourages the improvement of facilities for pedestrians to encourage walking as an alternative means of travel through:

- The provision of comprehensive high quality pedestrian facilities which will be attractive to pedestrians within and between new developments and between new development and public transport routes and stops.

In addition, criteria (3) and (6) of BWNP policy BWH2 stipulate that residential development should ensure:

- All necessary infrastructure upgrades to highways be incorporated in housing schemes and appropriate works be in place before development commences.
- Appropriate access is provided to all forms of transport and the proposed development does not lead to significant road issues that compromise the safety of residents and the free flow of traffic.

Access:

The principal access to the site would be via a priority (give way) junction onto Lytham Road. This access would be located to the southwest corner of the site with its centreline approximately 67m to the east of the existing opening serving Clifton House Farm and 30m to the west of the dropped crossing serving no. 278 Lytham Road. Visibility splays of 2.4m x 59m would be achieved in both directions at the junction of the site access with Lytham Road. The following off-site highway improvement works (as shown on drawing no. 0988-F01 Rev C) are also proposed in order to facilitate access for the development:

- The provision of a ghost island right hand turn lane into the site from Lytham Road for westbound vehicles.
- Coloured surfacing to mark the east and west bound cycle lanes on the northern and southern frontages of Lytham Road.
- The introduction of speed reducing surfaces in the form of 'dragon's teeth' and 'SLOW' road markings on the eastbound approach to the site along Lytham Road.
- The realignment and widening (to 2m) of the existing footway to the northern frontage of Lytham Road.
- The formation of a pedestrian refuge to the centre of the carriageway approximately 27m to the west of the proposed access.

The LHA have raised a number of concerns with respect to the proposed (revised) access arrangements for the development. In particular, the LHA's concerns relate to the proposed junction's proximity to and relationship with the following existing elements of highway infrastructure:

- The priority junction of Lytham Road and Florence Avenue – 29m between the centrelines of the existing and proposed each junctions.
- The private access to no. 291 Lytham Road located on the opposite side of Lytham Road approximately 15m from the centreline of the proposed junction.
- The westbound bus stop to the southern frontage of Lytham Road located directly opposite the site access approximately 12m from the centreline of the proposed junction and flanking the proposed right hand turn lane into the site.

The position and close proximity of the site access in relation to these existing elements of highway infrastructure would give rise to a number of potential conflicts between vehicle traffic entering/exiting the site and existing traffic movements on Lytham Road as follows:

In respect of (i) and (ii), the minimal distance available between the site access and these junctions on the opposite side of Lytham Road would result in frequent conflicts between vehicles turning in both directions onto Lytham Road. The A584 is a main arterial road between Lytham St Annes and Preston where merging vehicles are likely to experience long waiting times to enter the carriageway, particularly those turning right across both lanes. The siting of the proposed access in such close proximity to existing junctions on the southern side of Lytham Road would have the effect of creating an uncontrolled crossroads onto the classified road which would unacceptably increase the potential for vehicle collisions in the vicinity of the proposed junction.

In terms of (iii), the westbound bus stop on the southern side of Lytham Road is positioned immediately opposite the proposed junction. Lytham Road is served by two public bus services (68 and 78) and a further seven school bus services. On weekdays, the two public services pass the site at half-hourly intervals. Stationary buses waiting at the stop opposite the site access would create an obstruction for vehicles turning right out of the site onto Lytham Road. In addition, the location of the right hand turn lane into the site in parallel to this bus stop would result in westbound vehicles using the turning lane as an overtaking route to manoeuvre around stationary buses, adding further conflicts with vehicles entering/exiting the site onto Lytham Road.

The frequency with which the above conflicts would occur would unacceptably increase the potential for vehicle collisions in the vicinity of the proposed junction to the extent that the proposed access arrangements are unsafe. Therefore, the proposed development fails to provide a safe and suitable means of access to the site and would have a severe adverse effect on the safe and efficient operation of the surrounding highway network in conflict with the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan and the National Planning Policy Framework.

It is, however, noted that the LHA's objections relate to the positioning and detailed design of the access and that they have not objected to the principle of the development taking access from Lytham Road. Moreover, the LHA are confident that an alternative access arrangement which addresses their present concerns is achievable and are in the process of resolving this. Therefore, it is likely that the LHA's objection could be overcome through the submission of a revised access arrangement.

Traffic generation:

The submitted Transport Assessment (TA), with reference to trip rates agreed with the LHA, estimates that the development would generate a total of 70 two-way vehicle movements (17 arrivals and 53 departures) in the peak AM hour and 79 two-way trips (52 arrivals and 27 departures) in the peak PM hour.

In terms of trip distribution, the TA concludes that:

- Of the 53 departures in the peak AM period, 18 (33%) would turn right onto Lytham Road heading towards Lytham and 36 (67%) would turn left towards the Lytham Road/Church Road/Highgate Lane junction.
- Of the 27 departures in the peak PM period, 9 (33%) would turn right onto Lytham Road heading towards Lytham and 18 (67%) would turn left towards the Lytham Road/Church Road/Highgate Lane junction.

Cumulative impacts and network capacity:

Paragraph 32 of the NPPF indicates that cumulative effects should be taken into account when considering the transport impacts of developments. However, permission should only be refused “where the residual cumulative impacts are severe”.

Following the BEF appeal decision, and having regard to the Inspector’s conclusions in allowing that appeal, the LHA have undertaken a programme of complex traffic modelling to determine the effects of the following infrastructure on traffic flows and junction capacity in Warton:

- The Preston Western Distributor Road (PWDR);
- The improvements to the Church Road/Highgate Lane/Lytham Road junction to be delivered as part of the Blackfield End Farm development (13/0674); and
- The improvements to the Lytham Road/Thunderbolt Avenue junction, including the creation of a new access through to BAE, to be delivered in accordance with planning permission 12/0550 at the former GEC Marconi site.

With respect to wider, cumulative transport impacts on Warton (having particular regard to highway/junction capacity along Lytham Road), initial feedback from the modelling undertaken by the LHA to date suggests that the reassignment of traffic arising as a result of the abovementioned highway infrastructure improvements (when considered in combination) may provide sufficient relief at the junctions of Church Road, Mill Lane and Thunderbolt Avenue with Lytham Road to ensure that the development would not have a severe residual cumulative impact on the safe and efficient operation of the highway network. In particular, the LHA recognise that the effects of the PWDR were a key component of the Inspector’s decision in allowing the appeal at Blackfield End Farm and have given significant weight to the implications arising from this decision.

With respect to the impact of the PWDR, paragraphs 116 and 121 of the Inspector’s decision for the BEF appeal state as follows:

- “It seems to me that the true position in terms of future operation of the [Lytham Road/Church Road/Highgate Lane] junction lies between those advanced by the main parties. Bearing in mind the extent of queuing and delay indicated by the Appellant’s figures in table 2, this would indicate significant adverse effects to traffic movement. I am also mindful of the planned Preston Western Distributor Road, for which funding is in place. The inquiry heard that **this road, which would provide a route from a new junction on the M55 to the A583 to the east of Warton, would reduce traffic levels on Church Road** (disregarding the appeal proposal), **and it should, therefore, lessen the impact at the**

junction [emphasis added].”

- “I consider that the proposed development would be likely to cause significant adverse effects for traffic movement at the [Lytham Road/Church Road/Highgate Lane] junction on the basis considered by the parties. **Construction of the Preston Western Distributor Road would be likely to depress traffic movements through the junction, and the information before me is that this project is likely to be delivered by about 2021** [emphasis added].”

The conclusions of the Secretary of State and Inspector in respect of highway matters for the BEF appeal (paragraphs 10 and 156 respectively) should also be noted:

- “Having carefully considered the Inspector’s discussion on the Lytham Road/Church Road/Highgate Lane junction, the Lytham Road/Mill Lane/Ribble View Close junction, the Lytham Road/GEC junction, and the site accesses and Church Road, the Secretary of State agrees with his conclusions that **there would be significant adverse effects for traffic movements at the Lytham Road/Church Road/Highgate Lane junction, a limited adverse effect on highway safety and, as a consequence, conflict with criterion 9 in Policy HL2 of the Local Plan. However,** the Secretary of State also agrees with the Inspector that, **taking account of the overall implications of the appeal proposal on the local highway network, the residual cumulative effects would not be severe.** The Secretary of State therefore gives them only moderate weight in the overall balance [emphasis added].”
- “There would be **significant adverse effects for traffic movement and a limited adverse effect on highway safety at the junction of Lytham Road/ Church Road/ Highgate Lane.** I do not consider that there would be material adverse effects on traffic movement at Mill Lane or GEC junctions, nor that the site accesses on Church Road could not be provided in a satisfactory arrangement. **Paragraph 32 of the NPPF makes it clear that development should only be prevented on transport grounds where the residual cumulative impacts are severe, and I do not consider that this high threshold would be reached in this case** [emphasis added].”

The LHA have emphasised that the modelling work which has been undertaken to date is, at present, incomplete and have pointed out that final traffic flow and vehicle reassignment data is yet to be agreed with the appellant. Accordingly, the LHA have indicated that, until common ground is reached with respect to the parameters of the traffic model, the level of junction relief afforded by the abovementioned highway infrastructure improvements cannot be precisely quantified and they cannot conclude that a severe residual cumulative impact will not exist at this stage. In particular, the LHA note that the scale of development is such that it would generate significant additional vehicle movements onto Lytham Road as set out in the TA, particularly at peak times when the greatest level of congestion on the network occurs. The capacity issues at the Lytham Road/Church Road/Highgate Lane junction are acknowledged at paragraphs 110 and 112 of the Inspector’s decision for the BEF appeal:

- “Table 2.6 records several situations at peak times where, with development, the degree of saturation would exceed 90%, identified by the Council as the point at which queuing builds up [...]. On the Lytham Road (East) arm the degree of saturation would increase from 98.7% to 103.4% and on Highgate Lane from 100.8% to 101.2%, with mean maximum queue lengths increasing from 32 to 68 passenger car units (pcus) and from 27 to 28 pcus respectively. Table 1 gives average delays of 37.1 seconds and 137.5 seconds on these arms in the afternoon peak increasing to 128.5 and 142 seconds [...]. In the morning the increase would be from 108% to 110.1% with development, and in the afternoon from 100.1% to 105%. During the latter peak period, table 2 shows increases in mean maximum queues from 52 to 66pcus and in average delay times from 83.3 to 153.8 seconds. In addition, delays and queuing would increase to a greater extent on the Lytham Road (East) and Highgate

Lane arms in the afternoon peak than in the table 1 scenario.”

- “Data for comparison purposes is included in tables 4.9 and 4.10 of the proof of evidence of the Council’s highways witness. Whereas table 4.9 is consistent with table 2.6 of the Appellant’s highways witness, modelling of the “with development” scenario included certain differences in respect of the improvement scheme. This exercise gives marked increases in the degree of saturation, delays and length of queues on Lytham Road. For example, it predicts an increase in average delays on the west arm from 133.4 and 54.6 seconds in the morning and afternoon peaks to 389.4 and 526.7 seconds. There would be a reduced impact on the Church Road arm in the afternoon peak, but the degree of saturation would increase from 104% to 109.5% in the morning peak. The Appellant’s highway consultant acknowledged that these figures indicated a significant effect.”

The LHA’s current stance is that, until the level of relief which would be afforded by the abovementioned highway infrastructure improvements can be determined conclusively, any additional traffic generation on Lytham Road would, in combination with other committed developments in Warton (most notably that associated with planning permission 13/0674 at Blackfield End Farm), have significant adverse effects for traffic movements at the Lytham Road/Church Road/Highgate Lane junction and would lead to greater, unacceptable queue lengths at this junction which would obstruct the free flow of traffic along Lytham Road. Therefore, the additional vehicle movements arising as a result of the development would unacceptably exacerbate existing network capacity issues and, accordingly, its residual cumulative impact would be severe. No mitigation measures have been proposed by this development in order to alleviate this impact. The proposal is therefore contrary to the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan, and paragraph 32 of the National Planning Policy Framework.

It is, however, noted that discussions are ongoing between the LHA and the appellant with respect to this issue and, having regard to the initial feedback from the modelling work undertaken to date, the LHA are mindful that a resolution could be reached which would allow them to withdraw their current objection to the scheme on these grounds. Therefore, it is likely that the LHA’s objection could be overcome through the agreement of the parameters of the traffic model with the appellant and the subsequent completion of traffic modelling to determine the precise effects of forthcoming highway infrastructure improvements on junction relief in Warton – mostly notably that at the Lytham Road/Church Road/Highgate Lane junction.

Parking:

The illustrative masterplan shows properties to be served by a combination of in-curtilage driveway parking and communal parking courtyards. Whilst bedroom numbers are unknown at this stage, given the density of development and the details shown on the illustrative masterplan, it is considered that there would be sufficient space available in order to ensure the provision of adequate off-road parking for each plot in accordance with the relevant standards to be set out in an SPD to the ELP when layout is considered at reserved matters stage.

Visual and landscape impact:

The site falls outside the settlement boundary defined in the Fylde Borough Local Plan and, accordingly, forms part of the Countryside Area which extends to the north and west of the village. In practical terms the settlement boundary has, however, been altered and extended in a westerly direction through the commencement of a residential development for 83 dwellings at Riversleigh Farm. Permission has also been granted subject to the completion of a planning obligation for a

development of 53 dwellings on adjoining land to the east at Oaklands Caravan Park (which is already occupied by a series of caravan pitches and associated hardstanding areas). In addition, the BWNP includes much of the application site as an extension to the current settlement boundary.

Paragraph 17 of the NPPF set outs core land-use planning principles which should underpin decision-taking. The fifth bullet point states that planning decisions should:

- “take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it”.

Criteria (2), (3) and (5) of FBLP policy HL2 state that planning applications for housing will be permitted where they are:

- In keeping with the character of the locality in terms of scale, space around buildings, materials and design;
- Developed at a net density of between 30-50 dwellings per hectare; and
- Maintain or enhance biodiversity in the locality and retains or replaces important features and habitats including trees, hedgerows, woodlands, ponds and watercourses.

Policy EP10 indicates that the distinct character and important habitats of Fylde will be protected. The policy identifies that particular priority will be given to the protection of important landscape and habitat features, including sand dunes, mud flats, marine marshes, beaches, broadleaved woodland, scrub meadows, hedgerows, wetlands, ponds and watercourses.

Policy EP11 states that new development in rural areas should be sited in order that it is in keeping with the distinct landscape character types and features defined in policy EP10. Development should be of a high standard of design and matters of scale, features and building materials should reflect the local vernacular style.

Policy EP12 states that trees and hedgerows which make a significant contribution to townscape or landscape character, quality and visual amenity will be protected and EP18 encourages, where possible, the retention/replacement of existing natural features and, where appropriate, the introduction of additional features as part of the development.

Policy EP14 requires new housing developments to make suitable provision for landscape planting.

In addition, policy BWH1 of the BWNP provides a density guideline of 30 dwellings per hectare on site H1 and criteria (1) and (2) of policy BWH2 require that developments include the following in order to retain the village character of Warton:

- The inclusion of appropriate buffer areas to protect the amenity of existing and future residents and the countryside setting of Warton. These buffer areas should enhance existing and create new wildlife habitats and corridors, see Figure 7. These buffer areas should be substantial areas of open space, avoiding the creation of narrow footpath sized strips of land that simply become alleys or ginnels;
- Suitable high quality, on site, public open space provision.

Policy BWNE2 outlines four criteria which developments should adhere to in order to protect and enhance local character and landscape value as follows:

- Enhance and reinforce local distinctiveness. Applicants will be required to clearly demonstrate how the general character, scale, mass and layout of the site, building or extension fits in with the ‘grain’ of the surrounding area with a Design and Access

Statement.

- Reflect the existing local settlement patterns and the predominant rural character of this area of the Fylde Coast, where isolated farmsteads and small villages predominate, in contrast to the major built-up areas of the coast to the west.
- Enhance the distinctive character and countryside setting of the rural landscape, including incorporation of buffer zones when development adjoins the settlement boundary.
- Use materials to complement the quality and character of the surrounding area.

The site does not fall within any of the landscape designations identified in policy EP10 (though hedgerows do exist both to the perimeter of and within the site). The site lies between previously developed sites to the east (Oaklands Caravan Park) and west (Braithwaites Business Park). Lytham Road forms a prominent urban thoroughfare alongside the southern boundary, with a row of houses located opposite the site. The site adjoins open farmland to the north where it transitions into open countryside before meeting the Green Belt.

The Council's Urban Design Officer has expressed concerns that the development of the site would result in "ribbon development [and] urban sprawl" along Lytham Road which would have the appearance of being fringe development detached from the village centre. The Officer also opines that the site adds to the sense of openness along Lytham Road between lower density uses to either side – an attribute that would be lost as a result of the proposal. Similar concerns have also been raised by objectors.

A Landscape and Visual Impact Assessment (LVIA) has been submitted as part of the application. The LVIA makes the following conclusions:

- "The site, located at the edge of development and surrounded by built form on three sides provides an opportunity to integrate the proposed development into the existing built area whilst being sympathetic to the wider countryside".
- "Many of the characteristic elements and features of the area, including the pattern and scale of hedgerows and hedgerow trees; where some limited losses occur this impact will be balanced by an approach of enhancing retained vegetation and also creating extensive areas of new strategic landscaping".
- "The scale and form of proposed development is likely to result in only limited change at a localised level. Effects on landscape character will occur at a site level and its immediate landscape context and have little influence on the wider character of the landscape around Warton. The nature of visual effects is such that the greatest degree of effect will be from locations on, or directly adjacent to the site; from the wider countryside the effects will be much reduced due to the limited visibility, existing context of the settlement edge and mitigation inherent in the proposed development which, over time, will help to integrate the proposed development into the landscape. Furthermore the proposals for green infrastructure and landscaping will deliver a number of enhancements in terms of the physical landscape and landscape character".

It is recognised that the site provides a prominent 'green gap' between brownfield sites and, by virtue of its proximity to Lytham Road, allows views across open countryside from vantage points to the south. This is, nevertheless, true of most sites in the Countryside Area and is not unique to the application site. With respect to urban sprawl and encroachment into the countryside, this is limited in this case by:

(i) The development being contained on three sides by adjoining uses on previously developed sites to the east (Oaklands Caravan Park) and west (Braithwaites Business Park), and by the thoroughfare of Lytham Road to the south.

(ii) The chamfered profile of the northern boundary and its alignment with the extremities of

adjoining sites in order to limit the degree of encroachment into the open countryside which lies further to the north.

(iii) The introduction of landscaped buffers to the perimeter of the site as shown on the indicative masterplan.

The site is allocated for housing in the submission version of the BWNP and would sit comfortably between adjoining uses on previously developed sites. Importantly, at the point where it abuts open countryside (along its northern boundary), the site would not extend beyond the corresponding boundaries of adjacent sites and, accordingly, would not result in undue encroachment into the open countryside when seen alongside these established sites. Whilst located on the edge of the village, the site is well contained between existing developed sites in order that it would not appear isolated from the remainder of the settlement. Indeed, an existing pocket of housing at West End Lane occupies a more peripheral location on the western edge of the village. It is also noted that, as Lytham Road forms the main thoroughfare through Warton, this is also the main focus of roadside urbanisation in the village.

The development proposes a maximum of 115 dwellings on a 3.74 hectare site. This gives a gross density of 30.7 dwellings per hectare (dph) which is in accordance with the guideline of 30 dph in policy BWH1 of the BWNP. The illustrative layout shows a mix of terraced, semi-detached and detached houses (though this mix is not applied for at this stage) and 0.87 hectares of open space provided within a central green and buffers to the site perimeter. This leaves a net developable area of 2.87 hectares and, accordingly, a net density of 40 dwellings per hectare (dph). Whilst this exceeds the guideline in policy BWH1 of the BWNP, the proposed density is in accordance with the range identified in criterion (3) of FBLP policy HL2.

With respect to determining appropriate housing densities, paragraph 47 of the NPPF states that LPAs should “set out their own approach to housing density to reflect local circumstances”. In this case, the developable area of the site has been reduced through the provision of public open space and landscaped buffers around the perimeter which exceed the requirements for on-site provision set out in FBLP policy TREC17 but attempt to address the housing concept plan in Figure 7 of the BWNP. Whilst layout is not applied for (and, accordingly, these parameters are not fixed), it is considered that an overprovision of open space and a network of green infrastructure resulting in a higher density within development parcels is preferable to removing elements of these open spaces in order to achieve a lower density across the wider site. In applying this principle, the development would be in greater conformity with the concept plan in Figure 7 of the BWNP. In any case, the density proposed falls in the middle tier of the range identified in FBLP policy HL2 and is compatible with the character of surrounding housing development on the edge of the settlement.

The site is enclosed by a combination of hedgerows and tree belts to its eastern, southern and western boundaries. Whilst falling on adjoining land outside the site, a group of trees to the southeast corner are also protected by TPO. A fragmented hedgerow runs in an east-west direction across the site towards its northern edge. Elements of the existing vegetation would need to be removed in order to accommodate the development. Specifically, a section of the existing hedgerow fronting onto Lytham Road would need to be removed in order to allow the construction of the access, as would stretches to the immediate east and west of the access in order to accommodate the realignment of the footway and visibility splay – a stretch of approximately 62. The majority of the hedgerow which crosses the northern end of the site would also need to be removed. An over-mature ‘Crack Willow’ tree to the southwest corner of the site would be removed. The Council’s Tree Officer has not raised any objections to these removals and it is noted that substantial replacement planting is indicated on the illustrative masterplan in order to compensate for these losses and provide a substantial green buffer to the perimeter of the site. In particular, none of the

TPO species would be affected, nor would any specimens on adjoining land. An appropriate condition could be imposed to ensure the protection and retention of existing perimeter vegetation, and requiring any application for reserved matters to adhere to the landscaping principles indicated on the illustrative layout to ensure appropriate replacement and strengthening of existing planting.

Whilst the development would represent encroachment into the countryside, visual and landscape harm is minimised in this case by the site's position contained between previously developed land and its alignment with these sites along its northern boundary. Any adverse impacts on landscape character would be further mitigated through the introduction of green buffers along the site perimeter achieved by retaining, supplementing and strengthening existing planting. In particular, dwellings along the southern boundary would be fronted by a green buffer to Lytham Road to run in parallel with the existing dormer bungalow (no. 278) in order that they would not appear unduly obtrusive. Whilst maximum scale parameters indicate the use of some 2.5 storey house types, their locations are not being applied for as part of the outline application and specific details are reserved for a later stage.

The proposed development would be compatible with the site's location on the edge of the settlement and would represent a proportionate extension to the village which, where appropriately mitigated, would be successfully assimilated into its surroundings in order that it would not have an unduly harmful impact on visual amenity or landscape character within the countryside. Therefore, the proposal is considered to be in accordance with the requirements of FBLP policies HL2, HL6, EP10, EP11, EP12, EP14 and EP18, the submission version of the BWNP and the NPPF.

Relationship with surrounding development:

Criterion (4) of FBLP policy HL2 states that planning applications for housing will be permitted where they:

- would not adversely affect the amenity and privacy of neighbouring properties;

FBLP policy EP27 indicates that development which would unacceptably result in harm by way of noise pollution will not be permitted.

In addition, criterion (5) of BWNP policy BWH2 requires that developments maintain a high level of residential amenity for existing and future occupiers and adjoining residents.

The eastern site boundary would border a caravan storage compound, vehicle repair garage and holiday caravan park – though there is resolution to approve residential development on part of this site in accordance with application 15/0194. The busy thoroughfare of the A584 (Lytham Road) flanks the southern boundary and a group of industrial units are located within a business park to the west. A noise assessment has been submitted in support of the application. This included day and night time monitoring of noise levels at three locations across the site to the eastern, southern and western boundaries adjacent to the most dominant noise sources surrounding the site.

The noise assessment identifies the dominant noise sources on the site to be associated with passing road traffic along Lytham Road and the operation of the business premises to the west. In order to meet World Health Organisation (WHO) and BS8233:2014 guidelines, the following noise limits will need to be met:

- 35dB LAeq (16 hour) during the daytime (07:00-23:00) in noise sensitive rooms other than bedrooms.
- 30dB LAeq (8 hour) during the night time (23:00 – 07:00) in bedrooms.

- 45dB L_{Amax} (fast) should not be exceeded during the night time in bedrooms.
- 55dB L_{Aeq} (16 hours) during the daytime in outdoor living areas.

An indicative mitigation strategy is outlined within the noise assessment in order that these levels would be achieved for all properties across the site. These measures include the use of acoustic glazing and trickle ventilation with respect to internal rooms and close-boarded fencing to external garden areas in order to achieve the level of sound reduction required. The noise assessment indicates that the height of any such fencing will be dependent on the final layout. The Council's EHO is satisfied that the proposed mitigation measures are capable of achieving the noise reduction levels required and, accordingly, that future occupiers of the development would not be adversely affected as a result of surrounding noise sources. An appropriate condition can be imposed in this regard.

The indicative masterplan shows a continuous buffer around the perimeter of the site providing a standoff with adjoining land uses. With respect to no. 278 Lytham Road which lies centrally along the southern boundary between development parcels, a thick buffer of landscaping is shown around the curtilage of this dwellinghouse in order to provide screening with the development. Whilst illustrative only, the indicative masterplan demonstrates that the development is capable of achieving a satisfactory relationship and separation with adjacent uses and neighbouring dwellings (e.g. a minimum of 30m with properties on the opposite side of Lytham Road) in order that it would not unduly affect their amenity, and would result in appropriate living conditions for future occupiers.

Ecology:

The third bullet point to paragraph 109 of the NPPF indicates that the planning system should contribute to and enhance the natural and local environment by:

- Minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

Paragraph 118 of the NPPF states that, when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following (relevant) principles:

- If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.
- Opportunities to incorporate biodiversity in and around developments should be encouraged.

FBLP policy EP19 identifies that development which would have an adverse impact upon species specifically protected under schedules 1, 5 or 8 of the wildlife and countryside act 1981, (as amended) or their habitats will not be permitted.

BWNP policy BWH1 indicates that development on sites H1 and H2 will only be permitted where it is demonstrated that there will be no adverse impact on a designated European Site, and policy BWH2 (1) requires new housing developments to enhance existing and create new wildlife habitats and corridors.

In addition, policy BWNE1 states that all development proposals will be required to demonstrate

that local wildlife and habitats have been suitably assessed and, where appropriate, protected and enhanced including through sensitive and appropriate landscape and environmental management, and identifies six objectives for biodiversity enhancement as part of development proposals.

The site lies within 1 km of the Ribble Estuary Site of Special Scientific Interest (SSSI). The submitted ecology survey considers that the potential impact of the development on this site is insignificant and Natural England have confirmed that the SSSI should not represent a constraint to development. Therefore, the development would not conflict with the requirements of BWNP policy BWH1.

The dominant habitat on the site is “grazed improved grassland [with] very low ecological value”. The most valuable habitats on the site comprise existing trees and hedges (though these are species-poor specimens) to the perimeter which provide commuting routes for bats and nesting opportunities for birds. The ecology survey recommends that as much of the existing vegetation on the site as possible is retained, with appropriate replacement and supplementary planting of native species introduced as part of the scheme where required. Appropriate conditions can be imposed requiring the submission of a suitable landscaping strategy at reserved matters in accordance with advice from GMEU.

The submitted ecology survey also considers the development’s impact on protected species. Specifically, impacts on water vole, badger, reptiles and breeding birds are considered as part of the Phase I survey. Separate surveys are submitted with respect to bats and Great Crested Newts (GCN) as there are features within the site which are capable of supporting these species. The following conclusions are made in the ecology report in respect of these species:

- Whilst water voles have not been detected on the site and habitats are considered sub-optimal, a 6m buffer strip should be maintained between the development and the bank top of the ditches located outside the site boundary to the east.
- No evidence of badgers or reptiles were observed on site and there are no records of these species within 2km of the site.
- Tall hedgerows within the site provide potential habitat for nesting birds. Whilst the site is located some 880m from the Ribble Estuary (a designated European conservation site), there are large expanses of open arable fields available in more preferential locations in the wider landscape and the size of the application site is insufficient to support significant numbers of SPA bird species. As a precautionary measure, all vegetation clearance should be undertaken outside the bird breeding season (March to September) unless the absence of nesting sites has been confirmed beforehand.
- GCN presence/absence surveys were undertaken for all water bodies located within 500m of the site (a total of seven ponds). No GCN were recorded in any of these ponds and terrestrial habitat across the survey area was found to be poor. The green infrastructure proposed as part of the scheme (particularly the bolstering of hedgerows and increased standing water through the creation of SUDS) will result in biodiversity enhancements of both terrestrial and aquatic habitat for amphibians.
- Bat activity surveys undertaken in May 2015 revealed no bat roosts either within or adjacent to the site, though areas of foraging and commuting were observed to the southeast corner of the site, along the southern boundary hedgerow and within the grounds of Clifton House Farm to the southwest. A bat roost has been detected on the adjoining Oaklands Caravan Park. This roost is, however, located approximately 115m from the site boundary and would not be affected by the proposal. Therefore, no further bat surveys are required. Existing hedgerows along the southern and western boundaries should be retained where possible and replacement/additional planting introduced where necessary.

GMEU have been consulted on the application and consider that the conclusions in the submitted ecology report(s) are accurate. The site is generally of low ecological value and those habitats of greatest importance are capable of being retained and/or strengthened to deliver biodiversity enhancements as part of the scheme. Conditions are recommended to restrict the removal of vegetation during the bird breeding season and requiring the submission of an appropriate landscape strategy to secure new planting of trees and hedgerows, and the creation of waterbodies.

The ecology survey demonstrates that the development is capable of being carried out without adversely affecting any important habitats and species on/adjacent to the site. Features of ecological significance are capable of being retained, replaced or introduced as part of the scheme in order to provide appropriate mitigation and biodiversity enhancements. This can be achieved through the imposition of appropriate conditions, as recommended by GMEU. The proposal is therefore in accordance with the objectives of FBLP policy EP19, the BWNP and the NPPF.

Flooding and drainage:

The site falls entirely within flood zone 1 (land with a less than 1 in 1,000 or <0.1% annual probability of river/sea flooding) as defined on the Environment Agency's Flood Map. However, as it is over 1 hectare in area, a Flood Risk Assessment (FRA) has been submitted with the application.

Paragraph 100 of the NPPF states that "inappropriate development in areas at risk of flooding [land within Flood Zones 2 and 3; or land within Flood Zone 1 which has critical drainage problems and which has been notified to the local planning authority by the Environment Agency] should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere".

FBLP policy EP 30 indicates that development will not be permitted which would:

- Itself be subject to an unacceptable risk of flooding;
- Create an unacceptable increase in the risk of flooding within the development site, or elsewhere;
- Adversely affect the water environment as a result of an increase in surface water run-off;
- Prejudice the capability of the coast to form a natural sea defence;
- Result in excessive culverting;
- Prejudice essential access requirements to watercourses or flood defence.

In addition, BWNP policy BWNE3 states that new development should be designed to maximise the retention of surface water on the site and minimise run-off through the use of SUDS.

The submitted FRA considers the site's risk of flooding from seven separate sources including sea and river flooding, groundwater, sewers, surface water and artificial sources (e.g. canals and reservoirs). The FRA concludes that the greatest risk of flooding to the site is from surface water, with this risk being focussed at localised low points along the southern boundary of the site. The remainder of the site is considered to be at a low risk of flooding from all sources. Accordingly, the main issue to be considered in this case is with respect to a suitable strategy for surface water drainage in order that it is not itself at an unacceptable risk of flooding and does not increase flood risk elsewhere.

FBLP policy EP25 stipulates that development will only be permitted where foul sewers and sewerage treatment facilities of adequate design and capacity are available to meet additional demand or their provision can be secured as part of the development.

The submitted FRA includes an indicative drainage strategy for the development based on the following principles:

- Any surface water drainage system needs to be designed with sufficient capacity in order that it will not flood during a 1 in 30 year storm event and that flood water generated from a 1 in 100 year event (plus a 30% allowance for climate change) can be contained within the site.
- Infiltration testing should be undertaken in order to determine whether ground conditions are capable of supporting a soakaway-based system.
- If infiltration is not found to be suitable surface water should outfall to the unnamed watercourse to the southwest of the study area which forms a tributary of Wrea Brook. This can be achieved by connecting to the existing surface water sewer within Lytham Road which subsequently discharges to the watercourse.
- Attenuation will be required to contain additional flows arising from the development on site. This attenuation will be in the forms of ponds, swales and percolation piping to ensure that the rate of surface water discharge from the site does not exceed the pre-development (greenfield) rate of 22 litres per second.
- The topography of the site lends itself to locating attenuation features in the southeast and southwest corners which would then outfall to the surface water sewer on Lytham Road. An approximate storage volume of between 907m³ and 1304m³ has been estimated as the required attenuation sizing for the whole site in a 1 in 100 year +30% allowance for climate change event. A pond within the central village green could also receive surface water from the northern half of the site.
- Site levels should be designed to direct any surface water run-off away from existing properties and building levels should be set no lower than existing site levels.
- Foul water will be disposed of through connection to the existing combined public sewer which runs beneath Lytham Road.

Both the LLFA and United Utilities have been consulted on the application. Neither has raised any objection to the principle of development. Instead, conditions have been recommended requiring submission of a detailed drainage strategy to control the rate of surface water discharge from the site and that separate systems are installed for the discharge of foul and surface water. This can be controlled through condition. Therefore, adequate measures can be put in place in order to ensure that the development poses no unacceptable risk in terms of flooding in accordance with the requirements of FBLP policies EP25 and EP30, the BWNP and the NPPF.

Archaeology:

Paragraph 128 of the NPPF states that:

- In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected [...]. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 141 of the NPPF indicates that

- Local Planning Authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to

their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

In addition, FBLP policy EP21 stipulates that where there is an identified archaeological interest on a site, developers may be required to provide an archaeological assessment or, if necessary, a field evaluation. Proposals affecting the site or setting of remains of national importance will not be permitted.

The application is accompanied by a heritage assessment. Whilst this concludes that there are no designated heritage assets within or adjacent to the site which would be affected by the development, there is evidence of heritage assets with archaeological interest within the site as follows:

- “Evidence of ridge and furrow and a track, of negligible heritage significance, evident as earthworks within the site;
- Evidence of a former house on the Lytham Road frontage, adjacent to an existing dormer bungalow. The site of the house is evident as a slight earthwork. The house is likely to date from the post medieval period, but could have earlier origins. The asset is predicted to be of low heritage significance.
- Evidence for former buildings within an orchard formerly associated with Clifton House. The orchard and former buildings are no longer evident. The asset is predicted to be of low heritage significance”.

With reference to the above, the report concludes that “the site has a high potential for the presence of as yet undiscovered heritage assets with archaeological interest. However, the potential assets are predicted to have at most low heritage significance”.

The County Archaeologist agrees with the conclusions in the heritage assessment, noting that “the site has some small potential for the survival of early remains”, but considers that “agricultural activity is likely to have masked or damaged potential remains”. The County Archaeologist concludes that “this site is [not] of sufficient importance as to require preservation at the expense of the development but it should be investigated and recorded before development starts”, and recommends the imposition of a condition requiring archaeological works to be undertaken in accordance with a written scheme of investigation before any development takes place.

Contamination:

The fifth bullet point to paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by:

- remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

Paragraph 121 of the NPPF indicates that planning policies and decisions should ensure that:

- the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities such as mining, pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation;
- after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; and
- adequate site investigation information, prepared by a competent person, is presented.

In addition, FBLP policy EP29 states that development on land known or suspected of being

contaminated will only be permitted where:

- the proposed development is an acceptable land-use in principle;
- the applicant can demonstrate the degree of contamination, if any, and where appropriate can identify acceptable measures to remove or treat the source(s) of contamination commensurate with the proposed use;
- the treated land and the measures necessary to achieve it do not produce any unacceptable risks to human health or the wider environment, including the contamination of surface water, ground water or sewers.

The application is accompanied by a ground investigation report which includes the following conclusions/recommendations:

- “The qualitative risk assessment determined an overall negligible to moderate level of risk from potential contaminants. The risk to the end user from ground gases and UXO risk are determined to be high/moderate.
- Consequently it is recommended that an intrusive investigation is undertaken to confirm the conceptual model or otherwise.
- Environmental soil samples for chemical analysis should be obtained to determine if any contamination of the shallow soils and natural ground is present on site. Geotechnical samples should also be obtained in support of the design of foundations and roads”.

Given the above, it is considered that an appropriate condition could be imposed requiring intrusive site investigations in respect of groundwater contamination, the presence of ground gas and the potential for UXO on the site and to determine what remediation measures are necessary to address this in order to ensure that the development does not conflict with the requirements of FBLP policy EP29 and the NPPF.

Developer contributions:

Policy H4 of the ELP requires that affordable housing is delivered in respect of all schemes of more than 10 homes. In addition, FBLP policy TREC17 requires new residential developments to make satisfactory provision for recreational open space on site, and policy CF2 allows contributions to be sought towards education. The Fylde Borough Council Regeneration Framework (September 2010) also identifies the need for public realm enhancements around the shops and community facilities at the Lytham Road/Church Road crossroads in order to deliver a focal point to the village centre and encourage investment in this area, as supported by FBLP policies EP1 and TR1, policy SL3 of the ELP and the BWNP. The LHA have also indicated the need for the development to make contributions to various transport improvements in Warton.

Paragraph 204 of the NPPF indicates that planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

In addition, regulation 12(d)(iv) of the Community Infrastructure Levy (Amendment) Regulations 2014 provides that, from the 6th April 2015, the use of planning obligations will be restricted where there have been five or more obligations in respect of a specific infrastructure project or a type of infrastructure which is capable of being charged under the levy. For these purposes, the pooling of contributions is backdated to those entered into on or after 6th April 2010 (paragraph 099 of the Community Infrastructure Levy chapter to the NPPG).

Open space:

FBLP policy TREC 17 states that, within new housing developments, the provision of amenity open space (including facilities for children's play where appropriate) will be required in accordance with the following standards:

- 16 sq m per 1 bedroom dwelling
- 24 sq m per 2 bedroom dwelling
- 32 sq m per 3 bedroom dwelling
- 40 sq m per 4 bedroom dwelling
- 48 sq m per 5 bedroom dwelling

Policy TREC17 indicates that, for developments of 100 dwellings or more, the above standards should be doubled. As the application is in outline, bedroom numbers are unknown at this stage. However, as the development seeks permission for up to 115 dwellings, it exceeds the threshold where the provision of open space on the site should be doubled. Accordingly, in accordance with FBLP policy TREC17, the requirement for on-site provision for this development would rise as follows:

- 32 sq m per 1 bedroom dwelling
- 48 sq m per 2 bedroom dwelling
- 64 sq m per 3 bedroom dwelling
- 80 sq m per 4 bedroom dwelling
- 96 sq m per 5 bedroom dwelling

The indicative masterplan includes provision for 0.87 hectares (8,700 square metres) of open space as part of the development within a central village green (including play area) and landscaped buffers around the perimeter. Taking the above (doubled) standards into account, this level of open space provision would represent an overprovision of open space for a development split evenly between 3 and 4 bedroom houses and, accordingly, the illustrative layout demonstrates that public open space is capable of being delivered on site in accordance with the requirements of FBLP policy TREC17. Open space provision and maintenance is to be secured through planning obligation.

Affordable housing:

Paragraphs 47 and 50 of the NPPF identify the importance of delivering affordable housing, with a presumption in favour of this provision being made on individual sites. Affordable housing is defined in Annex 2 of the Framework.

Policy H4 of the ELP requires all market housing schemes of more than 10 dwellings to provide 30% affordable housing on site. Therefore, the proposed development for up to 115 dwellings would generate a requirement for up to 34 properties on the site to be offered as affordable homes. The developer has agreed to make this on-site provision through planning obligation in accordance with the requirements of the ELP and NPPF. Detailed matters concerning the size, siting, tenure and distribution of affordable housing across the site would be dealt with through planning obligation and as part of any reserved matters submission.

Education:

Paragraph 72 of the NPPF indicates that

- The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this

requirement, and to development that will widen choice in education. They should give great weight to the need to create, expand or alter schools.

In addition, policy CF2 of the FBLP states that the Council will negotiate agreements with developers, through planning obligation, to ensure the provision of additional primary and secondary school places which will be needed as a result of new housing development in the Borough.

LCC have identified four primary schools located within a 2 mile radius of the site and two secondary schools within a 3 mile radius. LCC have indicated that, based upon the 2014 pupil census and resulting projections, the development will generate a demand for 44 primary school places and 17 secondary school places (though this is based on the assumption of a development composed entirely of four-bed dwellings as bedroom numbers are unknown at this stage).

The latest assessment from LCC is dated 6 April 2016 and, taking into account all permitted developments (including the recently approved Oaklands site), estimates that there will be a surplus of 13 primary school places available in five years' time following this development. Accordingly, no contribution towards new primary school places is sought in this case as the pupil demand arising from the development will be provided for by the existing surplus. LCC have, however, identified a shortfall of 437 secondary school places in 5 years' time and, accordingly, are seeking a financial contribution to cover the full secondary pupil yield from this development (estimated at 17 places).

Due to recent changes under the CIL regulations which limit the pooling of contributions for general infrastructure (to a maximum of five), LCC are required to identify a specific infrastructure project where the requested contribution would be spent. LCC have identified that the whole of the secondary education contribution should be spent at Lytham St Anne's Technology & Performing Arts College. This is to be specified in any planning obligation.

If applying the pupil yield assumed by LCC against current charges, the development would be required to make a financial contribution towards new secondary education places of £312,753.76. This is based on an assumed pupil yield of 17 secondary school places at a rate of £18,397.28 per place. However, as bedroom numbers are unknown at this stage, a formula should be included as part of any planning obligation to secure a contribution which is proportionate in scale and kind to the development in accordance with the requirements of FBLP policy CF2 and the NPPF.

Public realm enhancements:

The Fylde Borough Council Regeneration Framework (September 2010) identifies the need for public realm enhancements around the shops and community facilities at the Lytham Road/Church Road crossroads in order to deliver a focal point to the village centre and encourage investment in this area. Since establishing the principle of this scheme through the Regeneration Framework, the Council has worked in conjunction with Bryning with Warton Parish Council to establish the scope and detailed design of the public realm enhancements, with the finalised scheme now awaiting approval from the Parish Council. The public realm enhancement scheme comprises a series of hard and soft landscaping works around the junction of Lytham Road/Church Road, as detailed in the drawing by Fylde Borough Council titled "Warton Village Sketch Design" dated October 2015.

FBLP policy EP1 identifies six specific locations for environmental improvement schemes. Whilst Warton is not referred to explicitly in this policy, criterion 9 refers to "other environmentally important areas". The Fylde Regeneration Framework (September 2010) which, among other projects, identifies the public realm enhancement scheme in Warton, post-dates policy EP1 of the FBLP. Nevertheless, the principles of the policy are relevant in this case and the need for

infrastructure enhancements in Warton are identified in paragraphs 7.51 and 7.53 of policy SL3 to the ELP. Specific reference to public realm improvements and the area where these are to be delivered are also identified in the reasoned justification to policy BWLC1 and Figure 9 of the BWNP.

FBLP policy TR1 sets out 8 criteria intended to improve facilities for pedestrians and to encourage walking as an alternative means of travel. In particular, criteria (2), (5) and (8) of the policy require that:

- Developments provide comprehensive, high quality pedestrian facilities which will be attractive to pedestrians within and between new developments and between new development and public transport routes and stops.
- Developments provide and maintain direct pedestrian routes to local shopping centres, schools and other community facilities.
- The design of footpaths and other pedestrian facilities ensures pedestrian safety and minimises opportunities for crime.

At present, the Council has secured contributions from the GEC Marconi (12/0550) and Riversleigh Farm (13/0526) developments of £75,000 and £30,000 respectively towards the delivery of the public realm enhancement works as originally envisaged in the Regeneration Framework. The scheme has, however, since evolved and been extended beyond the scope originally envisaged in the Regeneration Framework – mostly notably to incorporate the revised junction arrangement following the BEF appeal being allowed and, accordingly, additional funding is required in order to secure the implementation of a more ambitious scheme.

The application site is located a minimum of approximately 350m from the Church Road/Lytham Road junction and the area which is the subject of the proposed public realm improvements is surrounded by shops and community facilities which are within comfortable walking distance of the site. Therefore, these facilities and the surrounding pedestrian environment are likely to be used by future occupiers of the development. Indeed, the illustrative masterplan encourages permeability for pedestrians and access onto Lytham Road for pedestrian traffic from the development, and the applicant makes reference to the site's proximity to local shops and services with respect to its sustainability credentials. A development of up to 115 dwellings in this location has the potential to generate significant footfall to this focal point of the village and, accordingly, the public realm enhancements would be directly related to the development and necessary to make the development acceptable in planning terms in accordance with FBLP policies EP1 and TR1, policy SL3 of the ELP and policy BWLC1 of the BWNP.

Subject to final agreement of the scope, detailed design and cost of the public realm enhancement scheme, the applicant has agreed to make a contribution towards the public realm improvements. The public realm enhancement scheme (as detailed on the "Warton Village Sketch Design") is awaiting formal approval from the Parish Council and, accordingly, a precise cost for this is yet to be determined. It is considered that there are two potential methods for determining the level of contribution that should be secured in this case. The first would be to require this development to make a contribution which is proportionate to that received for the GEC Marconi (equivalent to £295.28 per dwelling) and Riversleigh Farm (equivalent to £361.45 per dwelling) developments. The second would be to relate the contribution to a precise cost estimate for the works shown on the "Warton Village Sketch Design" plan which would be forthcoming once the Parish Council has approved this scheme. In either case, a proportionate contribution can be secured which is fairly and reasonably related in scale and kind to the development and the development's contribution towards the public realm enhancement works in Warton would bring additional benefits which are considered to weigh in its favour in the overall planning balance.

Transport:

FBLP policy TR3 states that the Council will increase provision and facilities for cycling within the Borough in accordance with four criteria.

FBLP policy TR5 indicates that large scale new developments involving over 100 dwellings will only be permitted where:

- The location is served by a satisfactory existing level of public transport, or, as a result of investment by the developer, is brought to a satisfactory level of service before the development is first occupied.
- Adequate bus stopping, waiting and turning facilities exist, or are provided by the developer in or near the development.

Criterion (3) of policy BWH2 to the BWNP states that housing developments should incorporate:

- All necessary infrastructure upgrades to highways (e.g. through section 106 Agreements) and appropriate works be in place before development commences.

In addition, policy BWT1 of the BWNP indicates that development should “ensure suitable improvements to the highway network are made through a Lancashire County Council- led masterplan approach.”

The first and third bullet points to paragraph 32 of the NPPF states that decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development.

The second bullet point to paragraph 35 of the NPPF states that developments should be located and designed, where practical, to:

- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.

Paragraph 36 of the NPPF requires developments which generate significant amounts of movement to provide a Travel Plan in order to exploit opportunities for the use of sustainable transport.

The LHA have requested commuted sum payments to the County Council to secure funding towards:

- (i) An Urban Traffic Control (UTC) scheme linking traffic signals at signalised junctions along Lytham Road where these fall within Warton.
- (ii) Improved cycle facilities along the A584 (Lytham Road) to link in with existing facilities.
- (iii) Public Transport improvements to Quality Bus Standard.
- (iv) Travel Plan Support and a commitment from the developer for funding to be made available to the development site travel plan coordinator to deliver measures, if necessary, should the targets within the travel plan fail to be achieved.

With respect to items (i), (ii) and (iii), the LHA have not, to date, provided specific details of the financial contributions required in respect of these elements. It is, however, anticipated that this will follow in a Statement of Common Ground along with confirmation of the LHA’s final position on the issues of access and network capacity in order that the LPA can satisfy itself that these contributions meet the three CIL tests.

With respect to (iv), the applicant has submitted a Framework Travel Plan in support of the application. A condition could be imposed requiring the submission of a Full Travel Plan in order to identify mode share targets and a programme of monitoring/review. In addition, the LHA have requested a contribution of £6,000 to enable their Travel Planning Team to provide the following range of services:

- Appraise Travel Plan(s) submitted to the Planning Authority and provide constructive feedback.
- Oversee the progression from Framework to Full Travel Plan in line with agreed timescales.
- Monitor the development, implementation and review of the Travel Plan for a period of up to 5 years.
- Support the development and implementation of the Travel Plan.
- Develop and provide resident mode of travel surveys and collation of returns for baseline and subsequent monitoring purposes.
- Attend meetings with developer/occupier/co-ordinator as necessary.
- Provide access to leaflets, publicity, maps and information – provision of bespoke literature and large quantities may be subject to additional charges.
- Conduct a basic site audit.
- Provide localised maps and plans.
- Advise and offer appropriate support with implementation or suitability of specific elements or measures.
- Assist with the development of sustainable travel directions for web pages and other appropriate content.
- Help stage promotional events and activities including Walk to Work Week, Bike Week, car free days or measured mile walks etc.

Summary of required contributions:

Having regard to the policy context set out above, the following contributions (either through provision on the site or a financial contribution off site) would be required in order to mitigate the development's impact in planning terms:

- a. The provision and future maintenance of public open space on the site in accordance with the standards and requirements set out in Fylde Borough Local Plan policy TREC17.
- b. The provision, tenure, delivery mechanism, occupation criteria and phasing for 30% of the dwellings to be offered as affordable housing (as defined in the National Planning Policy Framework) on the site in accordance with the requirements of policy H4 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and the National Planning Policy Framework.
- c. A commuted sum payment to the County Council towards the provision of new secondary school places at Lytham St Anne's Technology & Performing Arts College in accordance with Fylde Borough Local Plan policy CF2 and the National Planning Policy Framework
- d. Subject to final agreement of its scope, detailed design and cost, a commuted sum payment towards the delivery of a scheme to provide public realm enhancements around the Lytham Road/Church Road crossroads as set out in the Fylde Borough Council Regeneration Framework (September 2010) in accordance with Fylde Borough Local Plan policies EP1 and TR1, policy SL3 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and policy BWLC1 of the Bryning-with-Warton Neighbourhood Plan.

- e. Commuted sum payments to the County Council to secure funding towards:
- An Urban Traffic Control (UTC) scheme linking traffic signals at signalised junctions along Lytham Road where these fall within Warton.
 - Improved cycle facilities along the A584 (Lytham Road) to link in with existing facilities.
 - Public Transport improvements to Quality Bus Standard.
 - £6,000 for Travel Plan Support and a commitment from the developer for funding to be made available to the development site travel plan coordinator to deliver measures, if necessary, should the targets within the travel plan fail to be achieved.

In accordance with Fylde Borough Local Plan policies TR3 and TR5, Bryning-with-Warton Neighbourhood Plan policies BWH2 and BWT1, policy SL3 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015) and the National Planning Policy Framework.

For the reasons detailed above, it is considered that each of these contributions meet the three tests set out in paragraph 204 of the National Planning Policy Framework, as reiterated in the Community Infrastructure Levy (CIL) Regulations 2010 (as amended). As the Council does not presently have a CIL charging schedule, the above contributions would need to be secured through a planning obligation in accordance with the provisions of S106 of the Town and Country Planning Act 1990 (as amended).

The appellant has failed to put any such mechanism in place to secure these contributions and, accordingly, a separate reason for refusal is recommended in this regard. It should, however, be noted that the appellant has, in principle, agreed to provide each of the above contributions, subject to final calculation of figures for the public realm and transport contributions set out in (d) and (e) above. Therefore, any reason for refusal relating to the lack of a suitable mechanism to secure the above planning contributions could be overcome by the completion of a planning obligation.

Conclusions

The appeal relates to an application which seeks outline permission (access only) for a residential development of up to 115 dwellings on a 3.74 hectare site located to the east of Clifton House Farm and north of Lytham Road, Warton (reference 15/0562). The appellant has submitted an appeal against the Council's failure to determine application 15/0562 within the statutory time period allowed and the Council must now establish its grounds for defending that appeal. In these circumstances, the role of the Development Management Committee is, in effect, to decide what the Local Planning Authority's decision would have been had it determined application 15/0562 under present circumstances, and for this reasoning to provide the basis for the Council's Statement of Case for the appeal.

The committee report provides a detailed assessment of all the issues to be considered as part of the development based on the most up-to-date statutory consultation responses and evidence which is presently before the Local Planning Authority. Three reasons for refusal are recommended in this respect which, in summary, relate to:

- 1) Deficiencies in the siting and design of the proposed access arrangements which would result in frequent vehicle conflicts with other traffic movements on Lytham Road and unacceptably increase the potential for collisions to the severe detriment of highway safety.
- 2) A lack of capacity in the surrounding highway network to accommodate the volume of additional

traffic that would be generated by the development when its cumulative impact is considered in combination with other committed developments in Warton (having particular regard to the Blackfield End Farm development). The effects of the development in this regard will be particularly severe at the Lytham Road/Church Road/Highgate Lane junction where there is an identified exceedance of junction capacity at peak times. The addition of further traffic onto Lytham Road would exacerbate existing capacity issues at this junction leading to greater, unacceptable queue lengths which would obstruct the free flow of traffic along Lytham Road and, accordingly, the development's residual cumulative impact would be severe.

- 3) The lack of a suitable mechanism to secure contributions (either on or off site) towards public open space, affordable housing, additional secondary school places, public realm enhancements and transport improvements which are required to make the development acceptable in planning terms.

For the reasons set out in the report, it is not recommended that the Development Management Committee seeks to introduce any additional grounds for defending the appeal which relate to matters concerning the principle of development (e.g. with respect to housing land supply, the site's designation in existing or emerging plans, its scale, location or accessibility), or any technical issues concerning its landscape/visual impact, ecology, noise, flooding, archaeology or contamination as Officers do not consider there to be any policy conflicts or technical reasons sufficient to resist the development on these grounds, and any impacts arising in this regard are capable of being adequately addressed through the imposition of planning conditions.

With respect to recommended reasons 1 and 2 the Committee should be aware that, whilst these reasons reflect the current position of the Local Highway Authority (LHA), discussions are ongoing between the LHA and the appellant with respect to agreeing:

- Revised access arrangements which would ensure a safe and suitable means of access to the site; and
- Common ground on the parameters of a traffic model to establish what level of additional capacity/junction relief will be afforded as a result of the reassignment of traffic arising from forthcoming improvements to existing highway infrastructure at the junctions of Lytham Road with Church Road/Highgate Lane, and Thunderbolt Avenue, along with the effects of the Preston Western Distributor Road.

Whilst the LHA do not currently have sufficient evidence before them to conclude that these matters have been overcome at this stage, they have indicated that it is likely that both issues will have been resolved to their satisfaction prior to the Inquiry. Accordingly, if the Council were to sustain its case on transport grounds contrary to the advice of the LHA, this case would be pursued without the technical support of the LHA as a statutory consultee.

The third reason recommended by Officers relates to planning contributions. This is an area where the applicant has confirmed their acceptance in principle of making contributions, and so whilst there are outstanding discussions to be concluded over aspects of the detail, it is entirely possible that this could soon be overcome through the completion of a planning obligation between the Council, County Council and the appellant.

Recommendation

That, in respect of appeal reference APP/M2325/W/15/3141398 against the Council's non-determination of application 15/0562:

- (i) Had the Local Planning Authority made a decision on application 15/0562, it would have refused

planning permission for the following reasons:

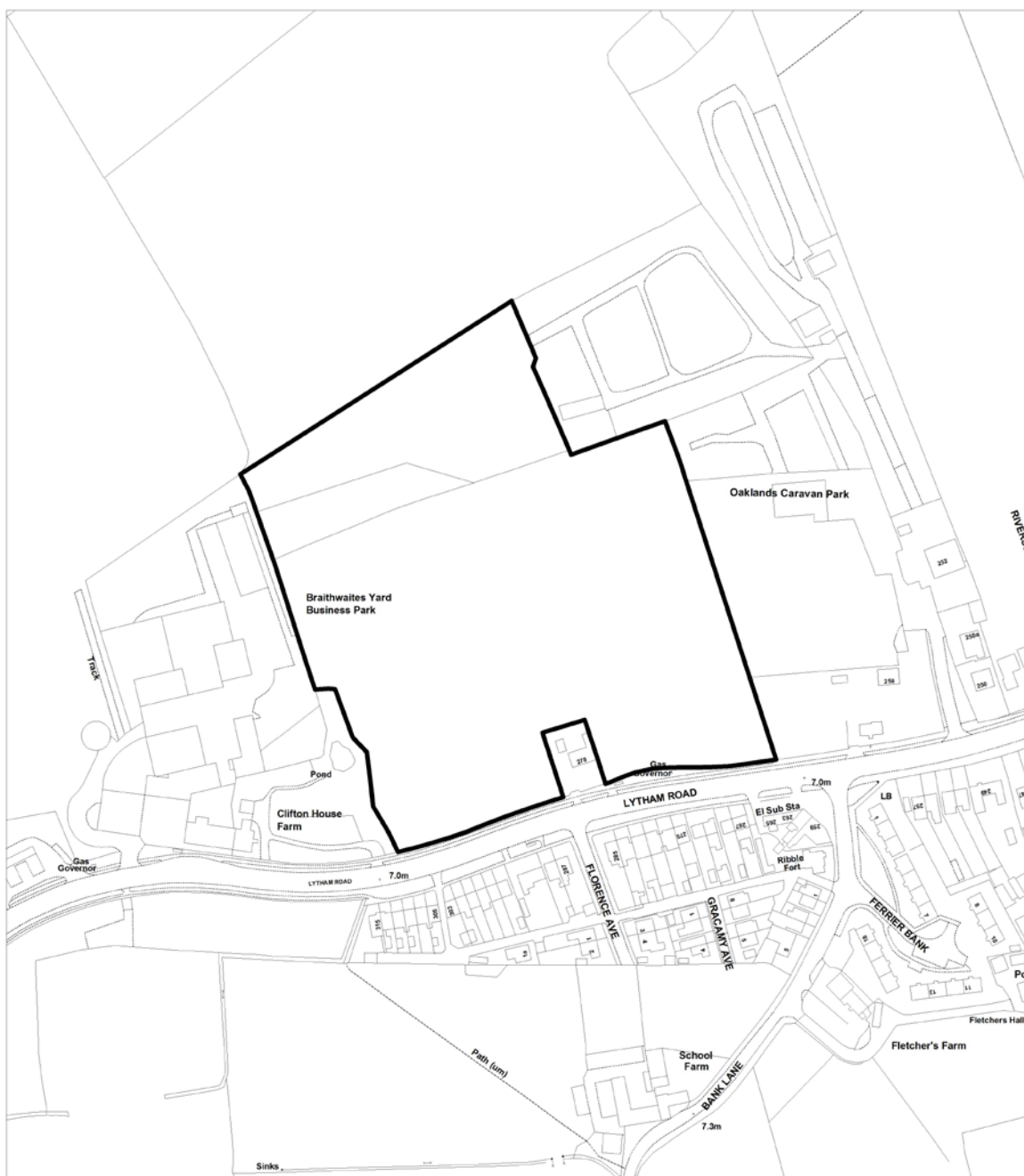
1. The development is to be served by a single vehicular access point onto the A584 (Lytham Road) – a main arterial road which provides a direct route between Lytham St Annes and Preston. The proposed access (including its junction with Lytham Road and associated off-site highway works within the carriageway), by virtue of its relationship with and close proximity to: (i) the junction of Lytham Road and Florence Avenue; (ii) the westbound bus stop to the southern frontage of Lytham Road; and (iii) the private access of no. 291 Lytham Road, would result in frequent conflicts between vehicles entering/exiting the site and existing traffic movements on Lytham Road which would unacceptably increase the potential for vehicle collisions in the vicinity of the proposed junction. The proposed development fails to provide a safe and suitable means of access to the site and would have a severe adverse effect on the safe and efficient operation of the surrounding highway network. The proposal is therefore contrary to the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan and paragraph 32 of the National Planning Policy Framework.

2. The proposed access for the development is onto the busy thoroughfare of the A584 (Lytham Road) – a main arterial road which provides a direct route between Lytham St Annes and Preston. The proposed access is located approximately 0.75km from the Lytham Road/Church Road/Highgate Lane junction. Once other committed developments in Warton are implemented (most notably that associated with planning permission 13/0674 at Blackfield End Farm) this junction will operate over capacity and, accordingly, will be incapable of accommodating the level of additional traffic generated by the development. The proposed development, when considered in combination with increased vehicle movements arising as a result of other committed developments in Warton, would have significant adverse effects for traffic movements at the Lytham Road/Church Road/Highgate Lane junction and would lead to greater, unacceptable queue lengths at this junction which would obstruct the free flow of traffic along Lytham Road. The additional vehicle movements arising as a result of the development would unacceptably exacerbate existing network capacity issues and, accordingly, its residual cumulative impact would be severe. No mitigation measures have been proposed in order to alleviate this impact. The proposal is therefore contrary to the requirements of Fylde Borough Local Plan policy HL2, policy BWH2 of the submission version of the Bryning-with-Warton Neighbourhood Plan, and paragraph 32 of the National Planning Policy Framework.

3. The proposed development is required to make contributions towards the delivery of affordable housing and public open space on the site and financial contributions off-site towards the provision of new secondary school places, public realm enhancements and transport improvements. The applicant has failed to put any mechanism in place to secure these contributions and, accordingly, the development is contrary to the requirements of Fylde Borough Local Plan policies TREC17, CF2, EP1, TR1, TR3 and TR5, policies SL3 and H4 of the Fylde Local Plan to 2032: Revised Preferred Option (October 2015), the submission version of the Bryning-with-Warton Neighbourhood Plan and chapters 4, 6 and 8 of the National Planning Policy Framework.

AND

(ii) The Local Planning Authority's case in respect of defending appeal APP/M2325/W/15/3141398 be limited to the issues identified in the reasons above and authority be delegated to the Head of Planning and Regeneration to prepare and submit the Local Planning Authority's case on these grounds (including its Statement of Case, Proofs of Evidence and Statement of Common Ground) in respect of appeal reference APP/M2325/W/15/3141398.



Development Services Fylde Council		(c) Crown Copyright and database right (2016). Ordnance Survey (100006084).	
Application No. 5/15/0562	Address Clifton House Farm, Lytham Road, Warton	Grid Ref. E.3404 : N.4284	Scale 0 10 20 30 40 m

Item Number: 2

Committee Date: 27 April 2016

Application Reference:	15/0716	Type of Application:	Reserved Matters
Applicant:	Mellor Holdings	Agent :	WBD
Location:	HILLSIDE RESTAURANT, 48 PRESTON STREET, KIRKHAM, PRESTON, PR4 2ZA		
Proposal:	PROPOSED VARIATION OF CONDITION 2 OF PLANNING PERMISSION 13/0597 TO INCREASE SCALE AND LOCATION OF STORES, REVISE PARKING LAYOUT AND INCREASE AREA OF GARDEN RETAINED FOR APARTMENTS. PROPOSED REMOVAL OF CONDITION 7 OF 13/0597 TO REQUIRE SUBMISSION OF LANDSCAPING SCHEME AS LANDSCAPING DETAILS ARE INCLUDED WITH THIS APPLICATION		
Parish:		Area Team:	Area Team 1
Weeks on Hand:	23	Case Officer:	Alan Pinder
Reason for Delay:	Design Improvements		

If viewing online this is a Google Maps link to the general site location:
<https://www.google.co.uk/maps/@53.7815722,-2.868297,343m/data=!3m1!1e3?hl=en>

Summary of Recommended Decision: Grant

Summary of Officer Recommendation

This application relates to the former Hillside Restaurant on Preston Street in Kirkham. It is a site that has seen a number of applications in recent years, with planning permission granted to convert the building to 5 apartments, and a separate planning permission to build three dwellings on land to the rear.

This application seeks to vary condition 2 of planning permission ref. 13/0597 and remove condition 7 of planning permission ref. 13/0597, which is the permission relating to the conversion of the building to apartments.. The variation of condition 2 seeks to provide a revised site layout indicating revised garden area and parking layout, and the provision of a replacement garage store and an additional bin store. The removal of condition 7 is sought as this requires the submission of a landscaping scheme for approval prior to the commencement of development. A landscaping scheme is submitted with this application for consideration and if approved would negate the need for condition 7.

The revisions proposed by the variation of condition 2 are not considered to have a detrimental impact and simply present a revised layout to the site compared to that originally approved. The submitted landscaping scheme retains the elements sought by members including specimen tree planting to the centre of the site and the replacement of a Mulberry bush, and is appropriate for the site. As such members are requested to approve the application.

Reason for Reporting to Committee

The original planning permission for the conversion of the application premises to five residential

apartments was considered by the Development Management Committee

Site Description and Location

The application site is located at the rear of the vacant Cube nightclub which was previously the Hillside restaurant. The site is located on the southern side of Preston Street, Kirkham and is partly within the Kirkham Conservation Area. The large house at Hillside was originally built as a Regency residence in the early 1800s by Kirkham flax merchant John Birley and is Grade II listed.

Surrounding land uses are residential with the properties on The Conifers and Mulberry Mews to the rear, the extended gardens to the neighbouring Preston Street properties to the side, and the Stables bar pub to the other side.

Details of Proposal

This application seeks to vary condition 2 attached to planning permission 13/0597 and remove condition 7 attached to planning permission 13/0597. Planning permission 13/0597 granted permission for the conversion of the Hillside nightclub/pub into 5 residential apartments.

Condition 2 of 13/0597 relates to the approved plans for this permission. The variation sought is to replace the plan that shows the approved site layout and the elevations of the approved bon storage area with a new drawing that provides for a second bin storage area, revises the approved parking layout, and revises the extent of the garden area for the new apartments.

Condition 7 of permission 13/0597 requires the submission of a landscaping scheme prior to the commencement of development. A landscaping scheme has been submitted for consideration with this application hence the sought removal of this condition.

Relevant Planning History

Application No.	Development	Decision	Date
14/0770	PROPOSED ERECTION OF THREE DETACHED DWELLINGS WITH ASSOCIATED GARAGES AND LANDSCAPING	Granted	18/06/2015
14/0844	LISTED BUILDING CONSENT FOR PROPOSED ERECTION OF THREE DETACHED DWELLINGS, TWO GARAGES AND LANDSCAPING WORKS IN CURTILAGE OF LISTED BUILDING	Granted	18/06/2015
2w14/0646	LISTED BUILDING CONSENT FOR WORKS ASSOCIATED WITH CONVERSION OF BUILDING TO PROVIDE 5 RESIDENTIAL FLATS INCLUDING: INTERNAL ALTERATIONS, DEMOLITION OF LIFT SHAFT TO REAR, INSERTION OF VELUX WINDOWS TO FRONT ELEVATION, ROOF AND WINDOW ALTERATIONS, FORMATION OF BALCONY TO REAR ROOFSLOP AND WORKS TO REAR CURTILAGE AREA	Granted	24/02/2015
13/0597	PROPOSED CONVERSION OF NIGHTCLUB/PUB INTO 5 APARTMENTS WITH 2 VELUX WINDOWS TO FRONT, BALCONY TO REAR AND OTHER ELEVATIONAL ALTERATIONS. PROPOSED	Granted	04/02/2015

13/0598	SURFACING OF PARKING AREA, ERECTION OF BRICK BIN STORE AND NEW BOUNDARY WALLS AND LANDSCAPING TO REAR. OUTLINE APPLICATION FOR ERECTION OF 7 DWELLINGS (ACCESS, APPEARANCE, LAYOUT AND SCALE APPLIED FOR WITH LANDSCAPING RESERVED)	Refused	03/07/2014
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Earlier planning history omitted due to lack of relevance to current proposal.

Relevant Planning Appeals History

None

Parish/Town Council Observations

Kirkham Town Council notified on 18 November 2015 and confirm that they have “*No objections to the development.*”

Statutory Consultees and Observations of Other Interested Parties

English Heritage

The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

Regeneration Team (Heritage)

No comments received at the time of writing

Regeneration Team (Landscaping)

Raised initial concerns regarding the proposed landscaping however a revised landscaping scheme has allayed those concerns and no objections raised against the proposal.

Neighbour Observations

Neighbours notified: 18 November 2015

No. Of Responses Received: One letter from representative of the owners of the adjoining Stables Bar, and one neighbour letter objecting to the proposal

Nature of comments made:

- Letter from representative informing of shared parking rights on the site and raising concern that the proposal might interfere with those rights, which are contained in the lease of the site.
- Loss of privacy due to location of dwellings to western side of the site which would overlook neighbouring gardens to west and south of the site
- Loss of views and loss of character caused by loss of trees
- Loss of wildlife habitat due to loss of trees
- The proposal is an example of 'town cramming' and development of spaces between and around buildings should not be allowed
- The layout of the site allows potential for further development within the site
- The development will result in increased levels of traffic to and from the site and be detrimental to highway safety. Visitors to the properties may compound parking problems for residents of Preston Street

Relevant Planning Policy

Fylde Borough Local Plan:

SP01	Development within settlements
EP03	Development within conservation areas
EP04	Alteration and adaptation of listed buildings
EP12	Conservation trees & woodland
HL02	Development control criteria for new housing proposals

Other Relevant Policy:

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

Site Constraints

Environmental Impact Assessment

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 as amended.

Comment and Analysis

The principle issue to consider in the determination of this application is the acceptability of the proposed revisions on the development as originally approved under planning permission ref. 13/0597. The revised layout involves the loss of 2 off street parking spaces and relocation of parking to the north east corner of the site due to an increase in the private garden area associated with the apartments, replacement of an existing storage garage in the north east corner with a new storage garage together with integral bin store, and the provision of an additional bin store to the south east corner of the apartments' private garden area.

The original approval was for 4No. two bedroomed apartments and 1No. three bedroomed apartment, and provided for a total of thirteen parking spaces associated with these 5 apartments. This application does not alter the level of accommodation provided, and thirteen spaces is more than double the number required as set out in LCC's parking standards for a development of that size. Hence the loss of two parking spaces overall is not considered to be a concern, particularly given the relatively sustainable location of the site due to its close proximity to Kirkham town centre and bus stops approximately 200 metres to the west that are served by regular buses.

The existing storage garage in the north east corner is used by the adjoining Stables Bar, which retains a continuing requirement for a storage facility. This existing garage has an unattractive rundown appearance and hence its replacement with the proposed combined garage and bin store is appropriate, and its low (2.3 metre) flat roofed design would not impose on neighbouring properties of Preston Road which back on to it. The additional bin store would be sited centrally within the main overall site of Hillside however it is of a low visual impact design and also screened by tree planting as proposed in the submitted landscaping scheme.

With regard to the proposed landscaping the submitted scheme has been assessed by the council's landscape officer who has raised no objections to the revised scheme now proposed. This retains the replacement Mulberry Bush as a feature in the centre of the communal garden to the apartments, and the specimen trees to the centre of the main body of the site which were specific requests of

Members when previous applications have been considered.

Other matters

A number of concerns have been raised by the owner of the adjoining Stables Bar and one residential neighbour. However all these concerns relate to issues either addressed by the original permission, or to issues that arose under a later permission (ref. 14/0770) for the construction of three detached dwellings to the southern end of the site. The revisions proposed by this application would not affect the concerns raised by either of these parties.

Conclusions

The revisions to the approved site layout detailed above are not considered to materially affect the development as originally approved and as such it is recommended that members allow the variation of condition 2 of planning permission 13/0597 to substitute the amended site layout drawing and associated garage/bin store elevations. Similarly the submitted landscaping scheme has been assessed by the council's landscape officer who raises no objections to the landscaping scheme now proposed. Hence members are also requested to approve the removal of condition 7 of planning permission 13/0597, which otherwise requires the submission of the scheme for approval.

Recommendation

That Planning Permission be GRANTED subject to the following conditions:

1. The development must be begun not later than the expiration of 3 years commencing upon the date of this permission, and where applicable should be carried out in strict accordance with the approved plan(s) which accompany the decision notice.

This standard time limit is required to be imposed pursuant to Section 51 of the Planning and Compulsory Purchase Act 2004, while compliance with approved plans to ensure the approved standard of development is achieved.

2. This consent relates to the following plans and / or reports:

Location Plan - 201 Rev A

Existing plans and Elevations - A013/084/S/03 rev. A
A013 084/S/02 rev. B
A013 084/S/05

Proposed plans and Elevations - 101 Rev D
401
A013/084/P/02 rev. G
A013/084/P/03 rev. D
PS-D-01
PS-D-02
PS-D-03

Proposed Landscaping Scheme WAL001

Statement of Significance including Heritage Impact Assessment

Reason: For the avoidance of doubt and as agreed with the applicant / agent.

3. Prior to first occupation of any residential unit hereby approved the approved external development including the garden area shall be laid out as shown on the approved site plan and this shall be retained and made available for communal use thereafter.

To ensure the whole development is completed in the interest of the special amenity of the Kirkham Conservation Area and of the historic and architectural merit of the listed building.

4. The approved rooflights shall be of a type that is flush-fitting in the roofspace. Accordingly, technical details shall be submitted to and approved by the Local Planning Authority prior to commencement of works upon the roofspace. Only the approved rooflight shall thereafter be fitted.

By reason of the nature of the development in a Conservation Area requiring sensitive use of materials.

5. All windows shall all be set in reveal within their openings where the outermost part of the new frame is no further forward than a point no less than 10cm behind the surrounding brickwork. A detailed drawing at scale of no smaller than 1:20 including a section drawing and details of materials and means of opening, shall be submitted prior to commencement showing all elements of each new and each replacement window to be inserted and the submitted detailed drawings shall be approved in writing by the Local Planning Authority prior to commencement. Upon the written approval only the approved windows shall be fitted unless otherwise agreed in writing with the Local Planning Authority.

In the interests of the special historic and architectural merit of the statutorily listed building.

6. The bricks and mortar to be used for the garden wall shall match the brick and mortar of the front elevation of the existing building including coursing and mortar technique and full details shall be submitted to the Local Planning Authority prior to commencement of this element for written approval. Upon written approval only the agreed garden wall shall be constructed.

In the interest of the historic and architectural merit of the listed building.

7. Unless alternative details have first been submitted to and approved in writing by the Local Planning Authority (and notwithstanding any schemes otherwise shown on the approved drawing no. 101 Rev D) the landscaping scheme for the site shown on drawing no. WAL001 shall be carried out during the first planting after the development is substantially completed and the areas which are landscaped shall be maintained as landscaped areas thereafter in accordance with the details shown on the approved plan. Any trees, hedges or shrubs removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced by trees, hedges or shrubs of similar size and species to those originally required to be planted.

Reason: To ensure appropriate landscaping of the site in the interests of visual amenity and to preserve the setting of the listed building in accordance with the requirements of Fylde Borough Local Plan policies HL2 and EP4.

8. A scheme for cycle parking shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority prior to the commencement of the development. Upon approval the scheme shall be implemented and retained for use thereafter.

To show that the development conforms to the car parking standards and sustainable transport requirements.

9. Prior to the first occupation of any apartment hereby approved the off-site dropped kerb and H marking etc. works shall be carried out in accordance with the approved plan unless otherwise agreed in writing with the Local Planning Authority.

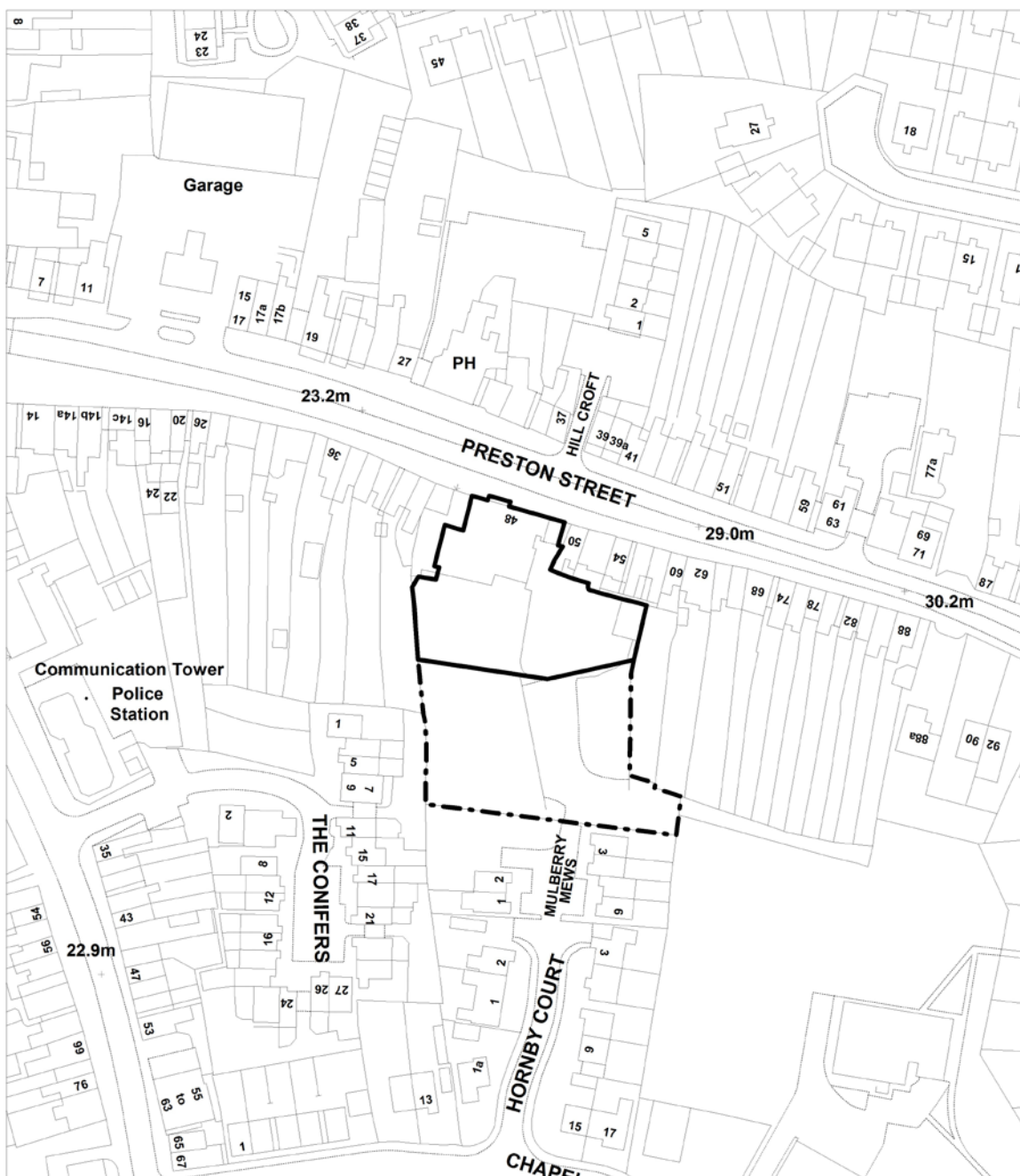
In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway works are acceptable.

10. Before the development hereby permitted is commenced measures shall be agreed in writing with the Local Planning Authority for the safeguarding and protection of existing trees from damage by development works, storage of materials and operation of machinery. The area within which trees are growing shall be adequately fenced off with chestnut paling or other similar fencing to the satisfaction of the Local Planning Authority before any development is commenced, or material brought into the site. No vehicles shall pass into this area, no materials shall be stored there, no waste shall be tipped or allowed to run into the area, no fires shall be lit and no physical damage to bark or branches shall be allowed. Any pruning or other treatment to trees shall be competently carried out only after agreement with the Local Planning Authority.

To safeguard the visual amenities of the neighbourhood.

11. Prior to commencement of any development a detailed scheme for any repairs or refurbishment of the front or other elevations to the building shall be submitted to the Local Planning Authority and agreed in writing. This scheme shall include the areas to be repaired, and the materials to be used in those repairs. The development shall be implemented in full accordance with that scheme, with any variations to it only undertaken with the prior written approval of the local planning authority. Upon approval the approved refurbishment details shall be carried out in full.

In the interest of the special architectural and historic amenity of the statutorily listed building.



Development Services Fylde Council		(c) Crown Copyright and database right (2016). Ordnance Survey (100006084).	
Application No. 5/15/0716	Address Hillside Restaurant, 48 Preston Street, Kirkham	Grid Ref. E.3428 : N.4320	Scale 0 6 12 18 24 m

Item Number: 3

Committee Date: 27 April 2016

Application Reference:	15/0872	Type of Application:	Full Planning Permission
Applicant:	Sherwood Homes	Agent :	PLANNING PROBLEMS SOLVED
Location:	LODGE FARM, THISTLETON ROAD, GREENHALGH WITH THISTLETON, PRESTON, PR4 3XA		
Proposal:	RETROSPECTIVE APPLICATION FOR THE ERECTION OF 2 NO. DWELLINGS TO REPLACE FORMER BRICK BARNs, CONVERSION OF 2 NO. BARNs TO 3 DWELLINGS WITH ALTERED FINISHED APPEARANCE TO THAT APPROVED UNDER PLANNING PERMISSION 14/0355 AND ALTERATION TO WESTERN BOUNDARY AND INCREASED CURTILAGE TO DWELLING 2		
Parish:	SINGLETON AND GREENHALGH	Area Team:	Area Team 1
Weeks on Hand:	18	Case Officer:	Alan Pinder
Reason for Delay:	Need to report at Committee		
If viewing online this is a Google Maps link to the general site location:			
https://www.google.co.uk/maps/@53.8332336,-2.9009776,171m/data=!3m1!1e3?hl=en			

Summary of Recommended Decision: Grant

Summary of Officer Recommendation

The application site is a collection of buildings within the conservation area that effectively defines the settlement of Thistleton, although as there is no actual Local Plan settlement in that village the site is within the Countryside as defined by Policy SP2 of the Fylde Borough Local Plan.

Planning permission was granted under reference 14/0355 for the conversion of a series of former agricultural buildings to for 5 residential properties. However, that planning permission has not been correctly implemented, and this application seeks to regularise the works that have been undertaken on site. To that end the application seeks to retrospectively regularise the conversion of 2 redundant agricultural buildings into 3 dwellings, and the replacement of 2 redundant agricultural buildings with two new dwellings of the same scale and footprint as would have been the case had the previous buildings been converted.

Whilst this development differs in nature from that approved under 14/0355 it remains the same in many aspects, including the number of units, the scale of the development, the general appearance of the development, the location of the properties, etc. Given the council's current shortfall in housing it is considered that the development as now built does not differ to such an extent from that previously approved, nor cause sufficient detriment to the wider conservation area, as to justify a refusal of permission. Members are therefore requested to approve the application.

Reason for Reporting to Committee

The officer recommendation for approval of the application conflicts with the views of the Parish Council who object, and as such it is appropriate that the decision on the application be taken by the Development Management Committee.

Site Description and Location

This application relates to the former Lodge Farm located within a small hamlet within the parish of Greenhalgh with Thistleton and on the eastern side of the main Thistleton Road onto which all the villages in the settlement front. The application site consists of an existing farmhouse, a number of former agricultural buildings that have been converted to dwellings, and which together form a courtyard area. The site is located at the southern end of the hamlet and so has agricultural land to the rear and side, with other farm buildings adjacent to it to the north and on the opposite side of Thistleton Road.

The site is within the Countryside as designated in Policy SP2 of the Fylde Borough Local Plan and its setting is typically rural. The site is almost wholly within the Thistleton Conservation Area.

Details of Proposal

This application seeks retrospective full planning permission for the erection of 2 No. new dwellings to replace two brick built barns, and the conversion of 2 brick built barns to 3 No. dwellings.

Planning permission for the conversion of the barns to residential dwellings has previously been granted under planning permission ref. 14/0355. This application has come about due to the failure of the developer to implement that permission in accordance with the approved details, and without discharging the requirements of conditions attached to the permission. A detailed description of these discrepancies is provided in the 'comments and analysis' section below.

Relevant Planning History

Application No.	Development	Decision	Date
14/0355	PROPOSED CONVERSION OF EXISTING FARM BUILDINGS INTO 6 RESIDENTIAL UNITS INCLUDING DEMOLITION AND PARTIAL DEMOLITION OF BUILDINGS AND FORMATION OF NEW VEHICULAR ACCESS TO THISTLETON ROAD	Granted	05/01/2015

Relevant Planning Appeals History

None

Parish/Town Council Observations

Greenhalgh with Thistleton Parish Council notified on 23 December 2015 and raise objection to the application, stating:

"When the original application, 14/0355, was submitted the Council accepted it under the understanding that the development was carried out in accordance with the proposed design

drawings and we were pleased to see all the conditions that were added when permission was granted.

However the situation is now that the construction has not been carried out in accordance with the proposed design drawings and significantly that the majority of the conditions set down have been ignored, a fact accepted by the developers in this retrospective application, which is totally unacceptable.

The developers state they are 'not a novice company' however the fact that they didn't use the approved drawings, failed to adhere to most planning conditions and, following inspection of parts of the development, appear to show a standard of workmanship that is at best poor, these issues do not support their claim. In addition reports from neighbours of the site suggest that not all the pertaining H&SE requirements, e.g. erection of scaffolding, had been completed until the situation was rectified following an inspection by H&SE staff, another question mark over the company's expertise or operating skill.

There is nothing to be gained by questioning each condition and why it was not adhered to therefore we will concentrate on what needs to be done to rectify the situation.

Dwellings 1 and 2 (Barns A, B and C) are in effect new buildings and their appearance is totally out of keeping of what was expected in a conversion as achieved in the main for dwellings 3, 4 and 5. The colour of the bricks used throughout does not match and they must be coloured to match the rest of the dwellings. The windows used and the installations are as per the original drawings making them at difference to the style of windows used in the vast majority of the existing properties in Thistleton. The present windows must be replaced by traditional windows set in one brick width and with stone lintels and cills. The developers suggest that to rectify the situation would cost them in terms of significant rework and hence cost but that is not sufficient mitigation.

Dwellings 3, 4 and 5 (Barns D, E and F) suffer the same issues as those above as the bricks that have been used to 'fill holes' don't match and the wrong windows, not set in correctly, have been used. Again these need to be rectified.

It is stated under Condition 13 mitigation that 'it is unlikely that there would have been any capacity issues to resolve discharging into the sewer' that is currently used from Malt Kiln Farm alongside the site. However we have supported evidence that under certain conditions the current sewerage system cannot cope and 'water' overflows through a manhole cover by pumping station and on to the track. Therefore the addition of five dwellings with the associated toilets, etc. will only make the situation worse. A thorough inspection of the design of the sewerage system needs to be undertaken and a new system created. In addition the pipework visible externally on Dwelling 5 is unsightly and should be minimised.

In the original planning drawings the access track was to be widened in order to allow two cars to pass on the track thus avoiding cars being held on the road at the entrance but this has not happened. In addition the passage of numerous heavy good vehicles and the digging and burying of supply pipes, etc. along the track has resulted in a very uneven muddy surface. Inspection suggests that the pipework, etc. has neither been buried deep enough nor been supported well enough (gravel underneath) and hence there will be a risk of damage under the passage of vehicles. On completion of the development this track must be widened and repaired and then an appropriate surface applied noting that a slope is required to ensure surface water flows towards the fields at the end of the track.

It is apparent that owls and swallows have been disturbed during the construction period and therefore suitable roosting/nesting facilities must be provided, the type being as approved by the relevant specialist organisation, and in advance of the 2016 breeding season.

We have not measured the parking bays in the proposal however they look narrow for the type of vehicle that is likely to be used at these dwellings a situation that will be made worse by the orientation of the bays thus it will be interesting to see what parking capacity is achievable.

Summary

The original design gave an opportunity for a high standard development of barn conversions that would fit well within the local countryside however that is not what has been achieved.

Two of the dwellings are new build and totally out of keeping and while the rest initially appear more in keeping there are major issues with regards to the brickwork and windows. The development is obviously not yet complete but the current visual appearance shows a poor quality of the work made significantly worse by the use of cheap post and rail fencing. Most of the properties in Thistleton are bounded by a well kept hedge and that is what should be strived for, setting the development apart from just another sprawling urban development.

This application should not be granted permission until the developers can guarantee they will put right all the failings that can be corrected and as a minimum carry out the essential work identified above. Whatever work is to be carried out must be monitored regularly to ensure the developers do not fall back into their poor standard of operation.

A significant amount of work is being carried out on the original farmhouse and yet nothing was included in the original application so would this work require planning permission ?

Similarly a tall structure advertising the dwellings has now appeared in the corner of the development by the road which does not appear on any drawings so again does this require planning permission ?"

Statutory Consultees and Observations of Other Interested Parties

Regeneration Team (Heritage)

No written comments received at the time of writing however verbally expressed concern over whether the flush fitting of the windows was appropriate.

Neighbour Observations

Neighbours notified: 23 December 2015

Press Notice Date: 07 January 2016

No. Of Responses Received: Four

Nature of comments made:

- Virtually every planning condition attached to the original permission has been ignored
- 'Poor' to 'appalling' standard of workmanship
- Visible pipework on the side of dwelling 5 is amateurish
- Main service pipework beneath the access track is not buried deep enough and will be damaged

- The existing sewerage system will be overloaded by an additional 5 dwellings
- Post and rail fencing is visually inappropriate and more suited to an urban setting, and also would not afford future occupiers any privacy. Hedging should be used for boundaries
- The facing brickwork used within the development is visually inappropriate for this conservation area
- The installed windows are visually out of character with the rest of the village and inappropriate for a conservation area
- The access track from Thistleton Road is not wide enough for the additional traffic that will be generated
- Insufficient provision for bin storage
- The provided car parking on site is inadequate to serve the needs of future occupiers who are likely to have larger than average cars. The parking is also requires a degree of manoeuvring for a vehicle to park, rather than being able to drive straight in
- No allocated visitor parking and hence visiting vehicles will potentially park on the road side
- The height of dwelling 5 has been increased by three courses of brick
- Serious misgivings about the transparency with which these properties are being marketed

Relevant Planning Policy

Fylde Borough Local Plan:

SP02	Development in countryside areas
SP06	Conversion of rural buildings to residential use
HL02	Development control criteria for new housing proposals

Other Relevant Policy:

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

Site Constraints

Conservation area site
Within countryside area

Environmental Impact Assessment

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 as amended.

Comment and Analysis

Relevant recent planning history

The application site forms one of two farms to which planning permission 14/0355 relates, and was approved in January 2015 for the conversion of redundant farm buildings to residential dwellings. The second site covered by this permission is Thistleton Farm, which is located opposite Lodge Farm on the other side of Thistleton Road and no work has commenced on that site.

In October 2015 it was brought to the Council's attention that the conversion works pertaining to the farm buildings at Lodge Farm had commenced and were almost complete. On further investigation it became apparent that the development had not been carried out in accordance with the planning permission, with the discrepancies between 'as approved' and 'as built' being as follows:

- The redundant barn that was to be converted to 'Dwelling 1' had been effectively demolished in its entirety and replaced with a new build dwelling, although one original gable end was retained.
- The redundant barn that was to be converted to 'Dwelling 2' had been demolished in its entirety and replaced with a new build dwelling.
- The facing brick used for the construction of Dwellings 1 and 2 is a poor visual match to the brickwork of the remaining original buildings that have been converted to Dwellings 3, 4 and 5
- The windows used throughout the development have not been set in 100 mm reveal as was a condition requirement
- No details of mitigation for nesting swallows were provided prior to the commencement of development
- No evidence was submitted prior to commencement that a precautionary Barn Owl survey had been carried out
- No evidence was submitted prior to commencement that a precautionary walkover survey of the site for the presence of breeding birds had been carried out
- No details of the proposed surface and foul water drainage schemes were submitted prior to the commencement of development
- No written scheme of investigation for building recording and analysis was submitted prior to the commencement of development
- There were some alterations to the extent of the curtilage provided to each of the dwellings.

This application now seeks to regularise the unauthorised building conversions, and associated works, that have been carried out at Lodge Farm.

Whilst the construction works appear to be completed, none of the properties were occupied at the latest officer site visit before completion of this report in early April.

Principle of residential use

The principle of the conversion to create 5 additional residential units at Lodge Farm has already been established through the earlier planning permission, ref. 14/0355, albeit it must be highlighted that 2 of the dwellings have not been converted to their residential use.

Appearance

Dwellings 1 & 2 have been almost entirely rebuilt and so cannot be the conversions approved under the previous planning permission. However, they do reflect the form, design and scale of the conversions approved under planning permission 14/0355. The one significant variance is that the facing brick used in their construction is not one that, in its untreated form, visually blends well with the remaining original buildings that have been converted to form Dwellings 3, 4 & 5, or any other local buildings. In order to mitigate this 'mismatch' the developer has treated the brickwork of Dwellings 1 & 2 with 'Dyebriq Brick-Age' - a commercially available treatment designed to produce an aged look to brickwork. The promotional literature for this product states a 'lifetime of the building' guarantee against fading and colour loss. Having viewed the treated buildings, your officers can confirm that the applied treatment has somewhat subdued the appearance of the brick so that it is less noticeably new in the collection of buildings. With this treatment, the location of these two buildings to the rear of the site where there are no clear views from public vantage points, it is the officer opinion that the appearance of the brickwork is now acceptable. Weathering of the bricks over coming years will also further blend their appearance with that of the remaining original buildings.

With regard to the windows, the original permission required these to be constructed in timber, and

set in 100 mm reveal. The windows as installed are all timber but have not been set in reveal as required and are flush with the external elevations. Several objectors, including the Parish Council, have raised this as a concern and opine that the apparent 'flush fitting' windows do not accord with the character of the wider surrounding conservation area. Whilst revealed windows would better reflect the appearance and character of this small hamlet they are not a sole defining character of the area. There exist other examples of flush fitted windows fitted to properties on the main road through the hamlet, such as Lilac Cottage and Beech Cottage, and whilst the lack of reveal is apparent it is not considered to be so visually harmful to the appearance of the conservation area or the converted buildings as to justify a refusal of permission, particularly with the majority of the development being set back from the prominent roadside views.

Since officers became aware of the unauthorised works at the site they have secured a more appropriate painted finish to the windows which also assists in giving them a more acceptable appearance that ties the development together and provides a measure of consistency of style to this collection of dwellings. Whilst it would be possible to re-impose a condition relating to the setting of the windows in reveal, and pursue enforcement action to ensure compliance with it if required, the officer opinion is that this is not justified to secure an appropriate finished appearance of the development.

Ecology issues

Ecology surveys submitted with the previous planning application identified a bat roost, the potential for barn owl roosting, and the use of the buildings as nesting sites for swallows. As a consequence conditions were attached to that permission requiring:

- Prior to the commencement of development the obtaining of a licence from Natural England for work involving the destruction of the bat roosts (condition 6)
- The recommendations of the submitted, and approved, ecology survey report to be implemented in full (condition 7)
- The submission, and approval, of proposed replacement nesting opportunities for swallows within the curtilage of the site (condition 8)
- The carrying out of a further precautionary survey for Barn Owls prior to the commencement of development (condition 9)
- That no works shall commence or be undertaken between the months of March and July inclusive, until a walkover survey of the site and its boundary hedges has been undertaken to establish the presence of any breeding birds and the results submitted to the Local Planning Authority (condition 10)

None of these conditions were discharged prior to the commencement of development as required. Whilst the failure to discharge these conditions may have involved a criminal offence being committed due to the protected status of bats and nesting birds, such issues fall outside the scope of planning legislation and would be for Lancashire Police to investigate.

The application now before the council falls to be determined on the basis of the existing situation on the site, and can only secure the provision of habitat to replace that which has been lost in the works to date. This application includes the provision of replacement bat roosting habitat, replacement swallow nest sites, and boxes to encourage barn owl nesting. This replicates the original requirements for mitigation contained in the approved ecology survey report. The application is to be determined around the time that the swallow nesting season usually commences, and so a short deadline for the erection of these facilities is appropriate in the condition although this has been raised with the agent and so should be complied with by the time of Committee.

With regard to conditions 9 and 10, the requirements of these conditions can no longer be met. It is noted that no Barn Owl roosts were identified by the ecology survey carried out in March 2014. Work on the development commenced in May 2015 and given that the buildings had been redundant and unused for some time without Barn Owl roosts being established it is quite likely that no such roost was established during the period between the survey being carried out and works on the development commencing. This notwithstanding the developer has submitted details with this application for the provision of an external Barn Owl roosting box as originally recommended in the ecologist's survey report.

Access & parking

An area of concern raised by the parish council and neighbouring residents is the suitability (in terms of width) of the access track from Thistleton Road and the number of parking spaces being provided. Both of these aspects remain unchanged from the previous application, which received no objections from LCC Highways. At recent site visit the access track was measured at 5m and so has a width to allow two vehicles to pass on it avoiding the potential for Thistleton Road to be blocked. There were some outstanding elements of its construction at that visit and these have been raised with the agent for completion.

Drainage

Condition 13 of planning permission 14/0355 required the submission and approval of a full drainage (foul and surface water) scheme prior to the commencement of development. No such scheme has been submitted and hence this condition has not been discharged. This notwithstanding the development has gone ahead and drainage has been installed that connects into the existing sewer. This is included within the building regulations submission, and will need the approval of United Utilities as the statutory undertaker responsible for the sewers. Several objectors have raised the concern that this has overloaded the sewer system leading to localised flooding on the site, but with the scale of development being as previously approved at 5 dwellings there can be no justification for refusing the application on this basis. As the properties are not occupied the residents' concerns cannot be due to this development as they are not contributing to the foul sewerage system at this time.

The drainage of the roofs and hard surfaced areas around the dwellings is now likely to be more efficiently captured than when the site was a farm, and so there is more water likely to be channelled into the drainage system. This could impact on its operation, but again is a matter that the building regulations and United Utilities would be best placed to assess. However, it is considered prudent that conditions are imposed to ensure satisfactory details of all aspects of the drainage are agreed and implemented.

Other matters

Several objectors have highlighted that the main service connections laid beneath the access track are not deep enough and as such will be susceptible to damage from vehicular traffic using the track. This is not something that falls within the remit of planning and hence cannot form part of the considerations in determining the application.

The Parish Council have highlighted works that have been undertaken to the farm house alongside the development of these properties. Those works involve the refurbishment of that existing property and so do not require planning permission. They also refer to the signage erected to advertise the properties as being available for sale, which is a typical feature of all residential development sites.

Conclusions

This application has come about due to the failure of the developer to correctly implement an earlier planning permission, ref. 14/0355, for the conversion of 4 redundant agricultural buildings into 5 new dwellings. The application seeks to retrospectively regularise the conversion of 2 redundant agricultural buildings into 3 dwellings and the replacement of 2 redundant agricultural buildings with two new dwellings of the same scale and footprint. Whilst this development differs from that approved under 14/0355 in that it is not entirely a conversion, it remains the same in many aspects. Given the council's current shortfall in housing it is considered that the development as now built does not differ to such an extent to that previously approved, nor cause sufficient detriment to the wider conservation area, as to justify a refusal of permission. Accordingly it is recommended that planning permission be granted.

Recommendation

That Planning Permission be GRANTED subject to the following conditions:

1. This permission relates to the following:

Approved plans

- As built Dwelling 1 (Barns A + B) - Dwg No. 8754 01 Rev C
- As built Dwelling 2 (Barn C) - Dwg No. 8754 02 Rev B
- As built Dwellings 4 & 5 (Barns E & F) - Dwg No. 8754 03 Rev A
- As built Dwelling 3 (Barn D) - Dwg No. 8754 04 Rev A

Supporting Documents

- Supporting Planning Statement - prepared by Nigel Robinson, dated December 2015

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings and supporting documents.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the Fylde Borough Local Plan and the National Planning Policy Framework.

2. Within one calendar month of the date of this permission the 'Schwegler Bat Roost', as detailed in Appendix D of the submitted supporting planning statement, shall be erected on the western gable of dwelling 3 in the position shown on the approved drawing 8754 04 Rev A.

Reason: To provide appropriate wildlife habitat opportunities given that the rural area within which the development is sited has the potential to support bats, and so this is required to comply with Policy EP18 of the Fylde Borough Local Plan.

3. Within one calendar month of the date of this permission the 'Eco Barn Owl Nest Box', as detailed in Appendix F of the submitted supporting planning statement, shall be erected on the north facing gable of dwelling 5 in the position shown on the approved drawing 8754 03 Rev A.

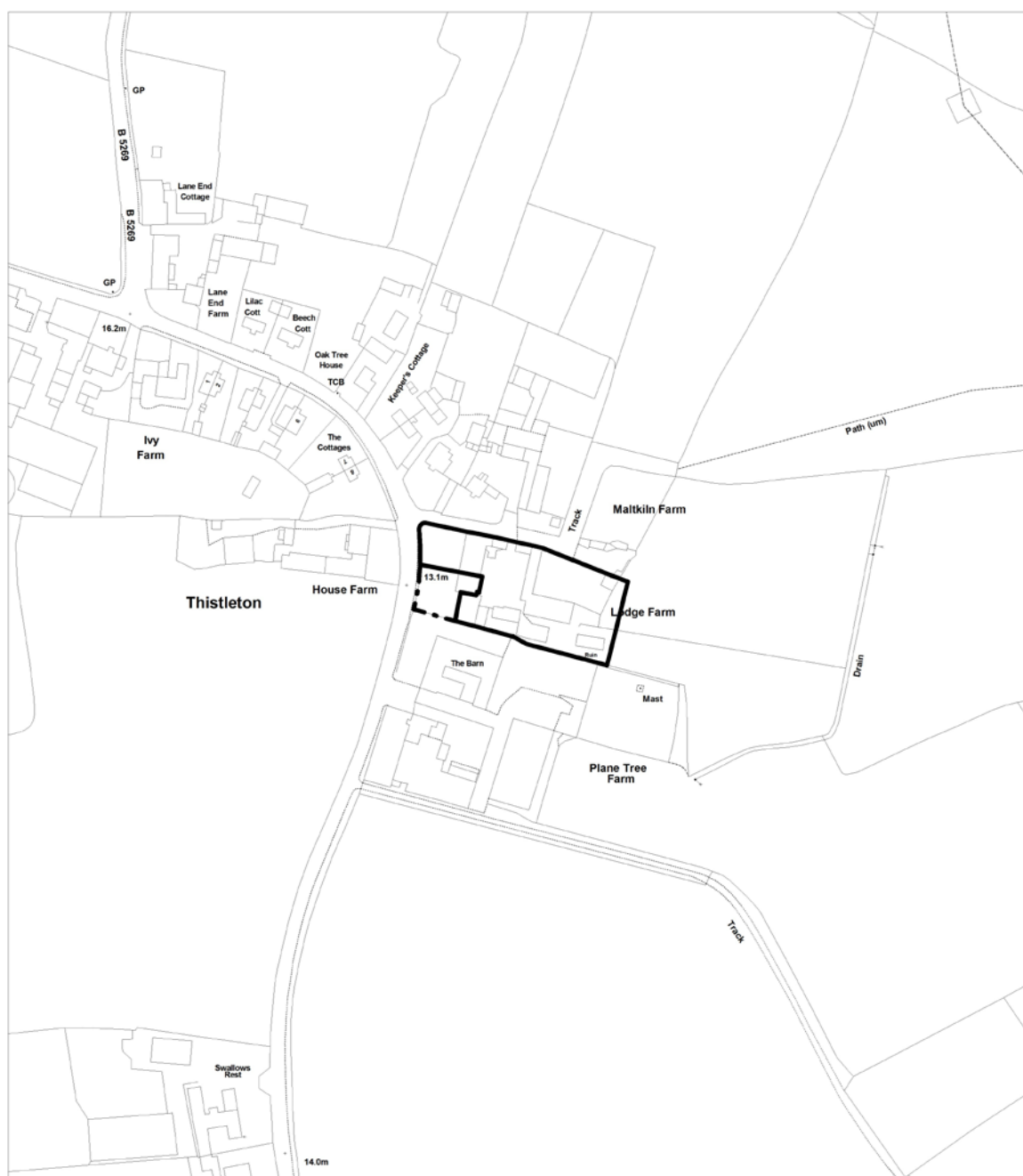
Reason: To provide appropriate wildlife habitat opportunities given that the rural area within which the development is sited has the potential to support barn owls, and so this is required to comply with Policy EP18 of the Fylde Borough Local Plan.

4. Within 21 days of the date of this permission the open fronted timber shelter (with 2No. internally fitted 'Schwegler Swallows Nests), as detailed in Appendix E of the submitted supporting planning statement, shall be erected within the garden curtilage of Dwelling 2 in the position indicated on the proposed site layout that is included on all the approved drawings listed in condition 2 of this permission. This shelter shall be maintained and retained in perpetuity for the benefit of future nesting swallows.

Reason: To provide appropriate wildlife habitat opportunities given that the rural area within which the development is sited has the potential to support swallows, and so this is required to comply with Policy EP18 of the Fylde Borough Local Plan..

5. Prior to the first occupation of any of the dwellings hereby approved full technical details of the installed foul and surface water drainage system utilised in the approved development shall be submitted to the Local Planning Authority for the assessment of its suitability. No dwelling shall be occupied until such time as the Local Planning Authority have approved, in writing, a foul and surface water drainage scheme and that scheme has been implemented in strict accordance with the approved details.

Reason: To ensure an appropriate drainage scheme is implemented to minimise the risk of pollution and surface water flooding in the surrounding area.



Development Services Fylde Council		(c) Crown Copyright and database right (2016). Ordnance Survey (100006084).	
Application No. 5/15/0872	Address Lodge Farm, Thistleton Road, Thistleton	Grid Ref. E.3407 : N.4378	Scale 0 10 20 30 40 m

Item Number: 4

Committee Date: 27 April 2016

Application Reference:	16/0065	Type of Application:	Full Planning Permission
Applicant:	Euro Garages Ltd	Agent :	PWA Planning
Location:	MILL FARM, FLEETWOOD ROAD, MEDLAR WITH WESHAM, PRESTON, PR4 3HD		
Proposal:	PROPOSED ERECTION OF 4 PUMP PETROL FILLING STATION INCLUDING SINGLE STOREY RETAIL BUILDING (CLASS A1), CANOPY, PARKING AREA AND ASSOCIATED WORKS. ERECTION OF SINGLE STOREY BUILDING PROVIDING 'DRIVE THRU' RESTAURANT (CLASS A3) AND ASSOCIATED WORKS INCLUDING CAR PARKING.		
Parish:	MEDLAR WITH WESHAM	Area Team:	Area Team 2
Weeks on Hand:	12	Case Officer:	Kieran Birch
Reason for Delay:	Need to report at Committee		
If viewing online this is a Google Maps link to the general site location: https://www.google.co.uk/maps/@53.7956056,-2.889844,686m/data=!3m1!1e3?hl=en			

Summary of Recommended Decision: Grant

Summary of Officer Recommendation

The application site is within the Mill Farm development at Wesham that benefits from planning permission for a range of uses, including outline planning permission for a petrol station and a drive-thru restaurant. This application relates to the same part of the site as previously approved, but increases the size of the petrol station kiosk and restaurant and therefore has been submitted as a full application.

With the previous approval and mixed use designation in the emerging Fylde Local Plan – Revised Preferred Option, the principle of the development is considered acceptable, and there are no drainage or highways issues with the application. With conditions restricting the hours of use the impact on residential amenity is considered acceptable. The application site along with the larger site as a whole will have a detrimental visual impact but this has already been accepted through previous applications and the sites allocation. The application is therefore recommended for approval.

Reason for Reporting to Committee

The Town Council have objected to the application and this conflicts with the officer recommendation for approval.

Site Description and Location

The application site is part of the Mill Farm development granted planning permission through reference 13/0655 for a number of different uses including full planning permission for a 6,000 capacity football stadium, 11,431m² warehouse and distribution centre (class b8), 1,518m² neighbourhood retail store (class a1), internal spine road with access from a585 roundabout,

associated parking, landscaping, drainage and infrastructure and outline planning permission (access approved with other matters reserved) for 8 x outdoor floodlit all weather pitches, changing room block, petrol filling station, 785m² non-food bulky goods retail unit (class a1), hotel (class c1), pub / restaurant (class a4), drive thru restaurant (class a3/a5), 492 space overflow car park & the formation of a surface water attenuation pond.

The full site is a 12.6 hectare site situated due north west of Wesham and west of Fleetwood Road, the A585. To the north of the site is Bradkirk Brook, a dwelling known as Demmingfield and the industrial premises at UPL. To the east is Mill Farm, further agricultural land and some alongside Fleetwood Road. To the south east is the settlement of Wesham and to the west is open countryside. Construction has commenced on the site but prior to development it comprised gently undulating agricultural land and the field boundaries are separated by hedgerows and trees. The site is allocated as a Countryside Area within the Adopted Fylde Borough Local Plan. Within the Council's Preferred Options for Development, the land is allocated as a mixed employment/leisure use, with 4 hectares specified for employment purposes. The application site comprises 0.4 hectares of the overall larger site and is located in the site area which was shown on the indicative plan to be part of the site to be applied for in outline for the petrol station and drive thru restaurant. The land in question is currently undeveloped, the adjacent land to the north is currently being developed with an Aldi store and beyond that the football pitch.

Details of Proposal

As stated above the application site benefits from outline consent for both the petrol station and hot food drive thru. That application considered a development for a petrol filling station including a 101 square metres kiosk and a 203 square metres drive thru restaurant and car park. However this application is a full application rather than a reserved matters application because the size of the petrol station and restaurant has increased.

The application proposes to erect a 4 pump petrol station with ancillary retail sales and "drive thru" restaurant, together with associated works, including the provision of car parking spaces, petrol and surface water attenuation tanks. Both buildings will be single storey and constructed in a mix of materials. The PFS kiosk building has an external area of 364 sqm. The kiosk building incorporates office and storage facilities, as well capacity for a small, ancillary retail area (SPAR) together with a 'food-to-go' outlet (Subway) and coffee machine (Starbucks). The site also accommodates an ATM machine on the southern, principal elevation and public toilets within the kiosk. Proposed materials to the southern elevation include a combination of full height glazing with sliding doors, cementitious planks in pebble grey which sit above slip brick manaloa, the mono pitched roof comprises composite cladding in merlin grey whilst the northern, eastern and western elevations comprise composite cladding in citrine / cream. A 2-metre-high timber compound is attached to the site's western elevation.

The proposed "drive thru" (KFC) comprises an external area of 331 sqm, is largely rectangular in shape and maintains a sloping flat roof. Vehicles entering the "drive thru" will do so from the south and will follow a clockwise direction around the periphery of the building, using the service hatches on the eastern (order hatch) and southern (pick up hatch) elevations. Pedestrian access into the building is provided on the western elevation. The internal area will comprise a large seating space within the western half of the building whilst the remaining eastern half will house the kitchen and ancillary storage / office space. The proposed design and choice of materials are a mix including timber and beige cladding and reflect a softer KFC branding format as oppose to the normal predominantly red buildings seen elsewhere. Landscaping, car parking and cycle racks are located within the site.

Relevant Planning History

Application No.	Development	Decision	Date
15/0742	DISCHARGE OF CONDITION 3 ON APPLICATION 15/0309 FOR A SCHEME (DRAWING NO. 2255 - 13) IS SUBMITTED WHICH SHOWS A BUND / CHANNEL TO CONNECT THE APPROVED ATTENUATION POND WITH THE ADJACENT BROOK	Advice Issued	
15/0703	APPLICATION FOR NON-MATERIAL AMENDMENT TO PLANNING PERMISSION 13/0655 FOR AMENDMENTS FOR SITING OF THE WHOLE BUILDING 7 METRES TO THE NORTH FROM LOCATION SHOWN, REVISIONS TO CAR PARKING LAYOUT, AMENDED BOUNDARY TREATMENT, RELOCATION OF PALADIN FENCING/LANDSCAPING AND INCORPORATION OF SPRINKLER TANKS.	Granted	30/10/2015
13/655	HYBRID PLANNING APPLICATION (PART FULL / PART OUTLINE) FULL PLANNING APPLICATION – 6,000 CAPACITY FOOTBALL STADIUM, 11,431m2 WAREHOUSE AND DISTRIBUTION CENTRE (CLASS B8), 1,518m2 NEIGHBOURHOOD RETAIL STORE (CLASS A1), INTERNAL SPINE ROAD WITH ACCESS FROM A585 ROUNDABOUT, ASSOCIATED PARKING, LANDSCAPING, DRAINAGE AND INFRASTRUCTURE OUTLINE PLANNING APPLICATION (ACCESS SOUGHT WITH OTHER MATTERS RESERVED) – , 8 X OUTDOOR FLOODLIT ALL WEATHER PITCHES, CHANGING ROOM BLOCK, PETROL FILLING STATION, 785m2 NON-FOOD BULKY GOODS RETAIL UNIT (CLASS A1), HOTEL (CLASS C1), PUB / RESTAURANT (CLASS A4), DRIVE THRU RESTAURANT (CLASS A3/A5), 492 SPACE OVERFLOW CAR PARK & THE FORMATION OF A SURFACE WATER ATTENUATION POND.	Granted	17/02/2015

Relevant Planning Appeals History

None to report.

Parish/Town Council Observations

Medlar with Wesham Town Council notified on 08 February 2016 and comment:

“The Council object to the proposal

Reasons for opinion

EP25 - gives no detail of additional foul water drainage that the Council consider important as this application includes petrol, diesel and food waste

EP28 - light pollution and invasion to nearby residential properties due to 24 hour opening

EP27 - noise pollution nearby residential properties due to 24 hour opening

TR09 - the Council considers the number of parking spaces inadequate considering the type of application.

The Council are concerned that litter from the fast food outlet will affect the surrounding areas. Is there the need for another grocery retail outlet when there is already an Aldi store on the development plus stores in Wesham and Kirkham. Is there the need for 2 coffee outlets in the same application."

With regard to the revised plans no comments have been received at the time of writing but they have a meeting on the 19 April where they will discuss the amended plans and their response will be supplied in the late observations.

Statutory Consultees and Observations of Other Interested Parties

Blackpool Airport

No comments received.

Lancashire County Council - Highway Authority

I refer to the above planning application and would make the following comments.

The hybrid application 13/0655 for the Mill Farm development established the principle of a petrol filling station (PFS) and a drive through restaurant (KFC), however, the transport assessment (TA) that was provided on that application considered different scales to the PFS and KFC that are now proposed and as such there will be different levels of traffic generated.

The PFS is reduced in scale from 6 pumps to 4 pumps, however, the kiosk is increased from 87m² to 341m². The KFC also increases in scale from 164m² to 302m².

Given LCC's concerns over traffic generation and its impact on the A585 it is disappointing that the developer fails to provide a technical note (TN) on traffic generation for this application. The TN could have used any agreed trip rates for the hybrid application and compared them to what would be appropriate for the new proposal. A straightforward comparison between trip rates is then further complicated as linked trips would need to be accounted for.

Having reviewed the TA for the hybrid application LCC are of the opinion that the development proposal will result in additional traffic movements above those that we considered for the PFS and KFC in the hybrid application. However, when comparisons of trip rates and linked trips are taken into consideration LCC do not consider the impact to be severe.

The layout of the proposed development is acceptable although there is a slight concern over the level of car parking proposed. During periods of peak activity the car park at the drive through may become fully occupied which will result in parking being displaced to either the estate roads or onto the adjoining food retail car park. It would be extremely unlikely that any displaced parking would impact on the highway network or

impact on access to the development. As such car parking levels are considered acceptable.

For future reference should further amendments or development proposals be sought here LCC would expect to see a technical review of highway matters as part of any application.

I can confirm that there are no highway objections to this proposal.

As this application is full and therefore cannot be linked to the hybrid application at Mill Farm I would ask that the following condition be imposed should you be minded to grant planning permission.

Before the use of the site hereby permitted is brought into operation facilities shall be provided within the site by which means the wheels of vehicles may be cleaned before leaving the site. Reason: To avoid the possibility of the public highway being affected by the deposit of mud and/or loose materials thus creating a potential hazard to road users.

Environmental Protection (Pollution)

With reference to your memorandum dated 8th February 2016, there are no objections to the above proposals in principle, but I would need confirmation of the following:

- 1. The applicant will need to apply for a permit under the Environmental Permitting (England and Wales) Regulations 2010 for the operation of the petrol station (Petrol Vapour Recovery Permit) if planning permission is granted.*
- 2. The premises listed in this application shall be open no later than 23:00.*
- 3. Deliveries and waste removal shall be restricted to 08.00 – 18.00 Mondays to Saturdays and 10:00 – 16.00 on Sundays or Bank Holidays.*
- 4. There is a potential for odour nuisance from the KFC - the applicant shall supply details of the odour abatement used in the extraction system in the kitchens.*

Following receipt of these comments the applicants asked whether they could open the garage for 24 hours, with the justification being the garage to the north of motorway is 24 hours and has residential properties directly adjacent to it with the EHO's officers response being;

The applicant wish to open the garage for 24 hours. My opinion is that the hours should be restricted to 6am – 23.30 for the following reasons:

There are dwellings nearby that will be affected by the activities of the site mainly from traffic movements and potential light nuisance from the premises itself and car headlights. It is accepted that the area is served by a main road but has much reduced traffic after 23.00. If services are open after this time this will encourage further disturbance adding to already changed environment.

Following receipt of the revised plans the EHO was consulted and they stated they had no further concerns. The applicants have also provided details of an odour abatement and extraction system for KFC with the EHO commenting that there is now no need to condition provided that they provide details once they have been installed and chose.

Environment Agency

Initially stated that they objected to the application but following drainage details being submitted have no objections to the development subject to a number of conditions in relation to drainage of foul and surface water.

Lancashire CC Flood Risk Management Team

Initially objected to the application but with receipt of drainage plans have withdrawn objections and requested a number of conditions in relation to drainage of foul and surface water.

United Utilities - Water

No objections to the development subject to conditions in relation to drainage of foul and surface water.

Neighbour Observations

Neighbours notified: 08 February 2016

Amended plans notified: 21 March 2016

No. Of Responses Received: One letter of objection to initial plans. No comments on the revised plans received.

Nature of comments made:

- The strategic location at the entrance to the site dictates that the design, layout, elevations, lighting and landscaping of this element of the scheme must be appropriate as it is located on the most visible part of the site with long views from Garstang Road North/Fleetwood Rd, the A585 northbound and neighbouring residential properties. Extreme care must be taken in determining the heights, facia designs, lighting type and levels together with advertising masts and signs. The fact that a design of structure has been accepted elsewhere does not mean that it is suitable for this countryside location on the edge of town.
- In view of the close proximity of residential properties, approval should carry strict conditions on operating hours, which should be conditioned to 07.30 to 22.30. The filling station pumps should also be out of use at these times. (there is a 24hr station 1.5km to the north) The ATM should not be operational and the forecourt chained off.
- HGV's servicing the site, or using its facilities should be barred from 08.30 to 18.00.
- Levels of lighting on the pumps, kiosk and restaurant including advertising boards should be reduced after 22.30.
- The amount of car parking space adjacent to these two businesses is inadequate for the number of covers in the fast food restaurant and the size of the Spar shop and Subway food outlet. This will lead to congestion around the site entrance, particularly on match and 'event' days.
- There is no provision for cycle parking and as youngsters will be attracted to the KFC and Subway in particular, undoubtedly bikes will be dumped on footways around the entrances with consequential risks.
- Pedestrian access to the two food outlets is inadequate. For public safety, particularly as children will be attracted, a direct route from the footway entering the main site to the building entrances is necessary with pedestrian cross points over the internal traffic routes and drive-thru lanes. Without this unsafe shortcuts will be made through the planted areas.

Relevant Planning Policy

Fylde Borough Local Plan:

TR10	Car park design
EP14	Landscaping of new developments
EP23	Pollution of surface water
EP24	Pollution of ground water
EP25	Development and waste water
EP27	Noise pollution
SH15	Small scale out of centre retail development

Other Relevant Policy:

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

Site Constraints

Within countryside area

Environmental Impact Assessment

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011 as amended and the development of the site as a whole has been previously considered.

Comment and Analysis

Principle of the Development

The hybrid application that approved the sites development approved a drive thru restaurant and petrol station with kiosk and therefore the principle of the development in this position has already been established. A full application rather than a Reserved Matters application has been submitted because the outline application approved a petrol filling station including a 101 square metres kiosk and a 203 square metres drive thru restaurant and car park, with this application proposing a 364 square metres petrol station kiosk with ancillary retail area (SPAR) a food to go outlet (Subway) and Starbucks coffee machine and a drive thru restaurant (KFC) with an external area of 331 square metres. Therefore as both units have increased in size in comparison to that approved at outline a full application is necessary.

However the hybrid application established the principle and considered that there were no sequentially preferable sites that could house the town centre uses proposed by this application (and others on the wider site) and that the impact of the development on town centres was acceptable.

The National Planning Policy Framework (NPPF) is a policy consideration when determining this application. Part 2 'Ensuring the vitality of town centres' states that Local Planning Authorities (LPA's) should apply a sequential test to planning application for main town centre uses that are not in an existing centre. Petrol stations are clearly not a town centre use but a drive through restaurant is listed as one and therefore sequentially it would be preferable if such a use were located within

Kirkham and Wesham Town Centre. However the fact that it is not located within the Town Centre does not make it unacceptable, and the NPPF states that the sequential test is only necessary when main town centre uses are not in accordance with an up to date local plan. In this case the site benefits from planning permission and an allocation for retail, leisure and employment in the emerging Local plan. The NPPF states that when assessing applications for office development outside of Town Centres LPA's should require an impact assessment if the development is over 2500 square metres. In this case the development comprises a drive thru restaurant of 331 square metres and therefore an impact assessment on the Town Centre is not required, and would have minimal impact on the town centre. Furthermore practically a drive thru restaurant because of its nature is not normally found in town centres.

The National Planning Policy Framework also supports economic development, promotes mixed use development and states that significant weight should be placed on the need to support economic growth through the planning system. The proposal can be considered sustainable development as it results in a mixed use development.

Another material consideration as outlined by NPPF paragraph 216 is the emerging Fylde Local Plan to 2032 Revised Preferred Option allocates the land under Policy SL4 as part of the Kirkham and Wesham Strategic Location for Development, comprising MUS3 – Mill Farm Sports Village, Fleetwood Road, Wesham, this allocates the site as a mixed use site, stating that it is a mixed use site for employment, leisure and retail. The proposed additional uses at the site of a petrol station and restaurant therefore comply with the sites allocation in the emerging Local Plan. This is supported by Policy GD6 –Promoting Mixed Use Development, which states that mixed use development will be encouraged on Strategic Sites to provide local retail centres, commercial, leisure and recreational opportunities close to where people live and work. The application is therefore acceptable in principle and compliant with Local and National policies.

Visual impact and design

The site already benefits from outline planning consent for both the petrol station and the drive thru application. This application has been made in full due to the difference in sizes of the uses proposed. The development of the petrol station and the drive thru restaurant in the site area proposed and their visual impact was considered by the hybrid application. It was considered that these (and other uses on the site) are development not normally found in rural areas and that the development would significantly alter the views of the site. Officer's opinion was that the overall impression of the site will be one more typically found in an urban or urban fringe location, that landscaping would take time to mature, and that the illumination of the site was another area for concern and that the impression of the site would contrast to the rural appearance of the site at present. The report stated; "The Local Plan contains a series of policies that refer to development needing to preserve the character of the area including EP10, EP11, EP18 and TREC10. It is considered that the visual impact of the development will conflict with these policies and this aspect must be seen as a negative aspect of the development." It was therefore acknowledged that the development as a whole conflicted with the existing character of the area and was a negative aspect of the development, and that the application was a finely balanced one, but that when considering both the positives and negatives of the application it was recommended for approval.

Therefore this development has already been allowed regardless of the negative visual impact it will have including lighting, and the sites allocation in the emerging Local Plan effectively permits the sites development as an urban extension to the existing settlement. This application whilst slightly different in composition to what was allowed in the hybrid application proposes the same uses in the same location and will have similar visual impact. However whilst the petrol station is located in

the same position as the hybrid application indicated the KFC has been moved further away from the road and further north. The buildings are located in one of the most prominent positions of the overall site but compared to the football stadium, Aldi and warehouse building are small scale. The hybrid application included conditions in relation to landscaping the details of which have been submitted and found to be acceptable by the Council Landscape Officer. The landscaping proposed within this development is a continuation of the type found around the site, but is restricted with regard to the need to provide sufficient parking areas. Landscaping is located around the site in the form of a native mix hedgerow with intermittent tree planting, this landscaping will help soften the appearance of the development in time. It will not however completely screen the development.

With regard to the layout of the proposed petrol station and restaurant this is typical of these uses in an out of centre location with the buildings surrounded by grassed areas and car parking. The petrol filling station has four pumps covered by a freestanding flat roofed canopy and a kiosk building which has a pitched roof and is proposed to be finished in a mix of grey cladding, cementitious planks in pebble grey and glazing. A 2m high close board timber fence surrounds a small compound to the west of the building. The proposed KFC is a rectangular building with a flat sloping roof. This building is constructed in a mix of timber cladding, glazing, beige cladding and grey textured wall panels. The design of the proposed buildings is considered acceptable for the location.

Residential impact

The nearest residential properties are located on the opposite side of the A585 to the east, with Rose Villas located approximately 55m metres away and Pitfield approximately 75m away. The proposed layout will have a reduced impact on neighbours than the layout shown on the hybrid application as the fast foot drive thru restaurant has been moved further back into the site and away from the road.

The Council's Environmental Protection Officer has been consulted on this application and his comments in full are above. He has considered the issues of noise created by the development, including that by vehicles and the light from cars entering and existing the site. Of note that located between the application site and the nearest residential properties is the A585 which any cars in the area would use, but its use will obviously decrease later in the night. The EHO has no objections to the application subject to a number of conditions, these include for the filling station that its hours of use be restricted to between 6am and 23:30 and that deliveries and waste removal shall be restricted to 08.00 – 18.00 Mondays to Saturdays and 10:00 – 16.00 on Sundays or Bank Holidays. The KFC will be conditioned to between the hours of 6am and 23:00 and a condition will be placed on any permission relating to odour extraction and abatement.

The applicants requested that the fillings station be allowed to be open 24 hours, the EHO considered this and stated; *'There are dwellings nearby that will be affected by the activities of the site mainly from traffic movements and potential light nuisance from the premises itself and car headlights. It is accepted that the area is served by a main road but has much reduced traffic after 23.00. If services are open after this time this will encourage further disturbance adding to already changed environment'*.

It is therefore not considered appropriate to permit 24 hour opening in this location and that opening hour conditions are necessary to protect the amenity of residential dwellings in the area. The hybrid application has a condition on it that restricts the level of noise from the site as a whole which will further protect the amenity of the area. Therefore given the sites location on an allocated employment, leisure and retail site, the proximity of the A585 and with the conditions proposed by the Council's EHO there will not be an unacceptable impact on neighbouring residential amenity.

Highways

The impact that the users of the proposed petrol station and drive thru restaurant has already been assessed and found to be acceptable in the hybrid application. Whilst this application has a larger petrol station kiosk and restaurant than previously approved it is not considered that this makes the kiosk a destination in its own right and users of this facility will be those visiting the site that would be getting petrol. Furthermore the number of pumps has been reduced from 6 to 4 in this application.

LCC Highways have been consulted on the application and have no objections to the development proposed. They state that whilst the hybrid application established the principle of these developments the transport assessment that was submitted with that application considered different scales of filling stations and drive thru restaurants to that proposed here with both facilities larger. Having reviewed the TA for the hybrid application they are of the opinion that the development will result in additional traffic movements above those previously considered, but that when comparisons of trip rates and linked trips are taken into consideration LCC do not consider the impact to be severe.

They state that the layout is acceptable but that the level of parking may be insufficient and at peak periods will be at capacity which will result in displacement to the estate roads or food retail car park. However even when the car park is full they state it is extremely unlikely that any displaced parking would impact on the highway network or on the access to the development, and therefore they state the parking levels are acceptable.

They confirm they have no objections to the application and request a condition in relation to the wheel washing of construction vehicles. There are therefore no highways issues with the application. Officers consider that a condition requiring the car parking and cycle hoops to be in place and complete prior to the first operation of the buildings to be also necessary.

Flooding and drainage

Whilst the drainage of the site as a whole was considered through the previous hybrid application and there are conditions on that approval which deal with the drainage of the site the applicant has submitted the proposed drainage scheme for this area of the overall site as well as drainage strategy notes. Surface water will be dealt with and controlled on site and the foul water will be discharged via a foul water pumping station to a rising main that will discharge the effluent to the public sewer on Fleetwood Road. The drainage of this part of the site links with the wider site and has already been approved by consultees. The Environment Agency have confirmed they have no objections and do not request any conditions. LCC have no objections but request a number of conditions that the development is carried out in accordance with the drainage strategy. United Utilities have no objections and also request conditions in relation to foul and surface water. Whilst these conditions have been placed on the hybrid permission and discharged as this is a full planning application it is necessary to repeat them on this application. There are therefore no flooding or drainage issues with the application.

Conclusions

The application proposes a petrol station and a drive thru restaurant use which is acceptable in principle given the outline approval for these uses at the site and the sites allocation in the emerging Local Plan. There are no highways and flooding issues and with conditions in place there will be no

unacceptable impact on residential amenity. The visual impact of developing the site as a whole has already been considered, with the development being allowed despite the negative visual impact. The application is therefore considered acceptable.

Recommendation

Planning permission be GRANTED subject to the following conditions (or any amendment to the wording of these conditions or additional conditions that the Head of Planning & Regeneration believes is necessary to make otherwise unacceptable development acceptable):

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. This permission relates to the following plans:

- Proposed site plan (drawing no. 1454-P-102-C)
- Proposed KFC drive thru plans and elevations (drawing no. 1454-P-104.A)
- Proposed petrol station plans and elevations (drawing no. 1454-P0103.A)
- Existing site plan (drawing no. 1454-P-101)
- Site location plan (drawing no. 1454-P-105)
- Planting plan (drawing no. 3403 01)

Except where modified by the conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the Fylde Borough Local Plan and the National Planning Policy Framework.

3. Prior to the commencement of development full details of the type and location of facilities to be used to clean the wheels of vehicles before leaving the site shall be submitted to and approved in writing with the Local Planning Authority. The approved facilities shall be used throughout the construction period of the development hereby approved.

Reason: To avoid the possibility of the public highway being affected by the deposit of mud and/or loose materials thus creating a potential hazard to road users.

4. The car parking and cycle spaces to serve the development hereby approved shall be surfaced, demarcated and made available for use prior to the operation of the petrol station and drive thru restaurant, unless otherwise agreed in writing with the Local Planning Authority. The car park shall then be available at all times whilst the site is occupied.

Reason: To ensure that there is adequate parking for the development proposed when the buildings are occupied.

5. The drive thru restaurant hereby approved shall only be open to public between the hours of 06:00 and 23:30 on any day.

Reason: To safeguard residential amenity.

6. The Petrol filling station pumps and kiosk hereby approved shall only be open to public between the hours of 06:00 and 23:30 on any day.

Reason: To safeguard residential amenity.

7. The whole of the landscape works, as approved and shown on plan 3403 01 shall be implemented and subsequently maintained for a period of 10 years following the completion of the works. Maintenance shall comprise and include for the replacement of any trees, shrubs or hedges that are removed, dying, being seriously damaged or becoming seriously diseased within the above specified period, which shall be replaced by trees of a similar size and species. The whole of the planted areas shall be kept free of weeds, trees shall be pruned or thinned, at the appropriate times in accordance with current sylvicultural practice. All tree stakes, ties, guys, guards and protective fencing shall be maintained in good repair and renewed as necessary. Mulching is required to a minimum layer of 75mm of spent mushroom compost or farm yard manure which should be applied around all tree and shrub planting after the initial watering. Weed growth over the whole of the planted area should be minimised. Any grassed area shall be kept mown to the appropriate height and managed in accordance with the approved scheme and programme.

To ensure a satisfactory standard of development and in the interest of visual amenity in the locality.

8. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution.

9. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly. The development shall be completed in accordance with the approved details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of policies within the NPPF and NPPG.

10. Prior to the commencement of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the Local Planning Authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:

- The arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a Resident's Management Company; and
- Arrangements concerning appropriate funding mechanisms for its ongoing maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as ongoing inspections relating to performance and asset condition assessments, operation costs, regular maintenance, remedial works and

irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development.

11. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) Revision B. 15th April 2014 / PSA Design Ltd and the following mitigation measures detailed within the FRA:

1. Limiting the surface water run-off generated to existing greenfield rates by the so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.
2. Provision of compensatory flood storage
3. Demonstration within the FRA that the improvement/protection and maintenance of existing flood defences will be provided.
4. Identification and provision of safe route(s) into and out of the site to an appropriate safe haven.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority in consultation with the lead local flood authority.

Reason: To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site, by ensuring that compensatory storage of flood water is provided, and to ensure the structural integrity of flood defences thereby reducing the risk of flooding.

12. No development hereby permitted shall be occupied until the sustainable drainage scheme for the site has been completed in accordance with the submitted details. The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

Reason: To ensure that the drainage for the proposed development can be adequately maintained, and to ensure that there is no flood risk on- or off-the site resulting from the proposed development or resulting from inadequate the maintenance of the sustainable drainage system.

13. All attenuation basins and flow control devices/structures are to be constructed and operational prior to the commencement of any other development and prior to any development phase.

Reason : To ensure site drainage during the construction process does not enter the watercourses at un-attenuated rate, and to prevent a flood risk during the construction of the development

14. Prior to the commencement of development full details of the odour extraction and abatement system and materials shall be submitted to the Local Planning Authority and approved in writing.

Reason: In order to protect residential amenity.

DECISION ITEM

REPORT OF		MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE		DEVELOPMENT MANAGEMENT COMMITTEE	27 APRIL 2016	5
ST ANNES REGENERATION : THE CRESCENT AND ST ANDREWS ROAD				

PUBLIC ITEM

This item is for consideration in the public part of the meeting.

SUMMARY

The updated Capital Programme that was approved by Council on 2nd March 2016 included a sum of £274k in 2016/17 for future regeneration schemes in St Anne's, with funding being provided by the use of S106 developer contributions. This comprised of £270,000 which is the residual amount from the commuted payment of £350,000 plus a small 'carry over' from a previous scheme.

The regeneration programme for St Anne's has been carried out by way of a series of phases and the approved Lytham St. Anne's 2020 Vision document suggests that the next zone to be progressed is based around The Crescent and St Andrews Road North/South.

It is proposed that the works take place in two distinct, but related parts. The first is one of extending the lighting replacement scheme along The Crescent and into St Andrews Road North. The second aspect is the upgrading of St Andrews Road South by way of repaving, lighting, and landscaping.

The lighting scheme is costed at £54,000 of which c. £38,000 will be sourced from the S106 fund. The remainder is the result of a negotiated contribution from Lancashire County Council - £14,000 - with a smaller amount from the Town Council, totalling £2,000.

The lighting is considered to be a positive way of enhancing the street scene of The Crescent and St Andrews Road North, as a key route to The Station and Sainsbury's as well as a main approach into the town centre from the St Anne's Road East direction.

It is also requested that it now be agreed that that part of St Andrews Road South within and adjacent to the town centre be the focus for the next phase of the broader environmental improvements as part of the Regeneration Programme. In this regard, engagement with the business community has commenced. A fully costed scheme will be presented to Committee in due course, for approval that will be funded by way of the Section 106 contributions.

RECOMMENDATIONS

1. The Committee is recommended to authorise the commencement of design work for the next phase of the Regeneration Programme as identified in the plan at Appendix 3.
2. The Committee is recommended to approve the commencement of the proposed lighting scheme for The Crescent and St. Andrews Road North, St Annes, in line with the specifications as set out within the Appendices in the total sum of £54k, of which £38k will be funded by S106 developer contributions with the balance being funded by contributions from Lancashire County Council and St Annes Town Council. The Council's approved Capital Programme includes a total sum of £274k

in 2016/17 for future regeneration schemes in St Annes, funding being provided by the use of S106 developer contributions in the same amount.

SUMMARY OF PREVIOUS DECISIONS

Report to the Council's former Cabinet entitled 'Town Centre Regeneration' dated 14th January 2015.

CORPORATE PRIORITIES	
Spending your money in the most efficient way to achieve excellent services (Value for Money)	√
Delivering the services that customers expect of an excellent council (Clean and Green)	√
Working with all partners (Vibrant Economy)	√
To make sure Fylde continues to be one of the most desirable places to live (A Great Place to Live)	√
Promoting Fylde as a great destination to visit (A Great Place to Visit)	√

REPORT

Background

1. As outlined in The Summary, a commuted payment, under Section 106 of the Town and Country Planning Act, was negotiated as part of the Heyhouses Lane development (primarily as a result of the Booths supermarket element of the scheme). This totalled £430,000 and of that amount £350,000 was to be directed to St Anne's Town Centre as a means of mitigating the (albeit modest) impact of the estimated trade diversion from the Town Centre – in the main, the impact on Sainsbury's Supermarket. Of this sum, £80,000 has been used for the approved and now completed scheme for Park Road, and a sum of £4,000 was brought forward from a previous scheme giving a total of £274,000. The funding for this scheme will use some of this funding.

Scheme Details

2. The essence of the scheme is one of extending the decorative street lighting that is now in place over much of the Resort Centre – including Clifton Drive South and The Promenade. In addition to the fact that the existing columns to these two locations are unattractive in themselves, the effect is all the more pronounced when the two locations are viewed together. The replacement of the old equipment will visually integrate the two zones of the Town Centre and uplift the appearance of The Crescent and St Andrews Road North.
3. Over the town centre, there are three columns designs that share common characteristics including lantern design and colour scheme. These relate to The Square, The Promenade and the remaining streets including Orchard Road and Wood Street. In the case of The Crescent, it is proposed to add a design that follows the general design of the Square and Promenade but incorporates a lantern that relates to the Wood Street design. This will have the effect of drawing these areas into the main Square whilst giving it its own identity, whilst within the overall 'theme'.

4. The column design will incorporate the (popular) illuminated spike finial that was introduced on Clifton Drive/St Anne's Road West and the columns designed so that they have the potential to accommodate banners, hanging baskets and Christmas decorations.
5. The scheme has been agreed with Lancashire County Council that would subsequently adopt the new units in respect of future maintenance.
6. The new units will illuminate with 'white light' as opposed to sodium (a pink colouration) that has been a theme for the town centre.

Value of Money and Procurement

7. In normal circumstances, a street lighting scheme such as this would be the subject of the specific procurement procedures of the Council. However, in this case the contract to be entered into with Windsor lighting is considered to fall within the definition of an 'exempt contract as set out in the contract procedure rules'. The reasons for this view is primarily that the bracket design has been previously used in other parts of St Anne's Town Centre and is a bespoke design prepared by the Regeneration Team in cooperation with Windsor lighting. Moreover, it has been revised to take account of the particular requirements of this Council and Lancashire. Likewise, the finial is similarly a specialist item produced by Windsor lighting. In respect of columns, Lancashire County Council have expressed a strong preference that the whole unit be provided by the same manufacturer to ensure that all of the fixtures and fittings work together satisfactorily. In the course of negotiations, to maximise value for money, Lancashire has agreed to provide some of the component parts required for the functioning of the lanterns. It is able to procure this equipment more cost effectively as it buys 'in bulk'. In addition, Windsor lighting has provided a discount on a per unit basis on the due to the number of units ordered.
8. The 'quote' for the scheme is included in the appendices. Your officers are satisfied that the quoted price is competitive based on prices paid for other equipment that has been used, being supplied by other manufacturers including Sugg lighting, Mike Smith Design and Urbis. Windsor lighting is an approved supplier as far as the County Council is concerned, based around the quality and durability of its products.
9. Lancashire County Council has agreed to make a contribution to the scheme, essentially providing the funding for installation, connections/disconnections, the removal of obsolete equipment any traffic management requirements. In addition the 'components' referred to will be supplied. This contribution amounts to around £1k per column unit.

Financing the Scheme

10. The project is to be fully funded through the approved Capital Programme for the financial year 2016/17 and has been designed to fall within the overall budget available. The funding forms part of the contribution secured by way of a Section 106 Agreement. The funding to be utilised is some £38,000 as set out in the appendices. As outlined Lancashire County Council is to contribute in the order of £14k with a smaller contribution to the scheme from the Town Council in order to add in specialist sockets for the purposes of displaying Christmas decorations.

Risks Associated with the Scheme

11. There are no direct risks associated with the scheme as the Council is not invoiced for the equipment until after it is delivered. Following agreement by Development Management Committee, the equipment can then be commissioned with a manufacturing timescale estimated to be around eight weeks. The installation will be carried out by Lancashire County Council, to a timescale to be agreed post-delivery.

Alternatives

12. The design has been specially designed for this part of the Town Centre. The installation of high quality street furniture has been as integral part of the regeneration programme since its inception in the year 2000. It is considered that implementing a scheme such as this will have a significant, positive visual effect on the immediate locality. The Section 106 payments agreed as part of the Heyhouses development were negotiated to mitigate the impact of that development. It is sensible therefore, that this particular part of town be considered appropriate for the concentration of these resources, being close to Safeway's and within a location that would benefit from investment with the objective of stimulating private sector confidence.

Conclusion

13. The proposed lighting scheme is part of the next phase of the Regeneration Programme for St Anne's. The 2020 Vision identifies this part of the town centre as the next logical phase for improvement. The lighting forms part of proposals to enhance The Crescent and St Andrews Road South. The lighting scheme will be funded by virtue of Commuted payments secured by way of a Section 106 agreement in addition to that negotiated with Lancashire County Council and a smaller sum from St Anne's on the Sea Town Council.
14. The proposed scheme has the strong support of the Town Council and the Chamber of Trade.

IMPLICATIONS	
Finance	This report requests approval to the delivery of a further element of the St Annes regeneration scheme in the total sum of £54k, of which £38k will be funded by S106 developer contributions with the balance being funded by contributions from Lancashire County Council and St Annes Town Council. The Council's approved Capital Programme includes a total sum of £274k in 2016/17 for future regeneration schemes in St Annes, funding being provided by the use of S106 developer contributions in the same amount.
Legal	The price estimate for the project puts it within the price range of a mid-range contract, which would normally be required to be subject to a competitive process. However, the officers involved consider that the particular circumstances of this contract fall within the definition of

	an exempt contract, because “...other procedures cannot practicably be followed because ...the goods, materials or works desired are of a proprietary or special character or for other reasons there would be no genuine competition”. This means that the contract does not have to be exposed to competition, although the relevant director must still be satisfied that the arrangements made secure the best available terms to the council.
Community Safety	The scheme would assist with safety in view of improved lighting quality.
Human Rights and Equalities	The scheme relates directly to enhancements to the public realm would, therefore, benefit and support equality within the community and has been designed having regard to the access needs of the community.
Sustainability and Environmental Impact	Proposed scheme aimed at enhancing town/district centre economic sustainability
Health & Safety and Risk Management	Matters dealt with by Lancashire County Council in the context of the delivery of the scheme.

LEAD AUTHOR	TEL	DATE	DOC ID
Paul Drinnan	01253 658434	6 th April 2016	

LIST OF BACKGROUND PAPERS		
Regeneration Framework	2010	Town Hall, St Anne’s or www.fylde.gov.uk
Report to Cabinet, Woodlands Road Public Realm scheme	16 th January 2013	Town Hall, St Anne’s

Attached documents

1. Appendix 1 : Costed Scheme for the equipment.
2. Appendix 2 : Lighting design proposed
3. Appendix 3 : Column locations

Paul Drinnan
Flyde Borough Council
Town Hall
Lytham St Annes
Lancashire
FY8 1LW
United Kingdom

Quotation: Q18032

Project Name:	SP Crescent St Annes Special - Rev 1	Date:	18/02/2016
Prepared By:	Kieron Jarvis	Project Engineer:	Esther Newton
Customer Services:	01992 474600	Mobile:	07989 321079
Email:	kieronjarvis@dw Windsor.co.uk	Email:	esthernewton@dw Windsor.co.uk

Item	Qty	Part No & Description	Unit Price	Total Price
A	1	<p>Strand A Luminaire with pendant EasyFit mounting. Painted in Ral 5003 Sapphire Blue with teardrop polycarbonate bowl. Zodian Vizion ZEBC electronic control gear (free issued to us by the customer) for a 250w CDO-TT lamp. Fitted with a Diamond Optic® set to 5/25 and a SS20 70lux photocell .</p> <p>complete with 250w CDO-TT lamp. (E40 lampholder).</p> <p>*Please note there is 2x lanterns per 1 double arm bracket*</p> <p>Special Architectural Column Bracket Double Arm Easy-Fit mounting. 1500mm Projection fit over 152mm x 250mm long male spigot (dia 168mm column shaft). Finished in Ameron PSX700 BS 18 E 50 Ribbon Blue. Complete with Illuminated Spike Finial.</p> <p>Column Multi Arm Stepped Tubular Steel 8m TLS S/Door Integral Root. 168 Shaft with 152mm x250 long spigot and designed to support twin arm projection bracket and single flexi-banner of a weight of 10kg/2m2 x 0.54 shape coefficient (1.8 x 0.3 for 70% wind spill).</p> <p>Paint Plain Non Kitted Column Up To 8M Middle and top painted in Ameron PSX700 BS 18 E 50 Ribbon Blue and base painted in RAL 5003 Sapphire Blue.</p>	3,569.46	3,569.46
B	7	<p>Strand A Luminaire with pendant EasyFit mounting. Painted in Ral 5003 Sapphire Blue with teardrop polycarbonate bowl. Zodian Vizion ZEBC electronic control gear (free issued to us by the customer) for a 250w CDO-TT lamp. Fitted with a Diamond Optic® set to 5/25 and a SS20 70lux photocell .</p> <p>complete with 250w CDO-TT lamp. (E40 lampholder).</p> <p>Special Architectural Column Bracket Single Arm Easy-Fit mounting. 1500mm Projection fit over 152mm x 250mm long male spigot (dia 168mm column shaft). Finished in Ameron PSX700 BS 18 E 50 Ribbon Blue. Complete with Illuminated Spike Finial.</p> <p>Column Multi Arm Stepped Tubular Steel 8m TLS S/Door Integral Root. 168 Shaft with 152mm x250 long spigot and designed to support twin arm projection bracket and single flexi-banner of a weight of 10kg/2m2 x 0.54 shape coefficient (1.8 x 0.3 for 70% wind spill).</p> <p>Paint Plain Non Kitted Column Up To 8M Middle and top painted in Ameron PSX700 BS 18 E 50 Ribbon Blue and base painted in RAL 5003 Sapphire Blue.</p>	2,548.00	17,836.00
C	14	IP67 Lewden Socket Screw Fix Kit.	73.76	1,032.64

D	6	<p>Strand A Luminaire with pendant EasyFit mounting. Painted in Ral 5003 Sapphire Blue with teardrop polycarbonate bowl. Zodian Vizion ZEBC electronic control gear (free issued to us by the customer) for a 150w CDO-TT lamp. Fitted with a Diamond Optic® set to 5/25 and a SS20 70lux photocell.</p> <p>complete with 150w CDO-TT lamp. (E40 lampholder).</p> <p>Special Architectural Column Bracket Single Arm Easy-Fit mounting. 1500mm Projection fit over 152mm x 250mm long male spigot (dia 168mm column shaft). Finished in Ameron PSX700 BS 18 E 50 Ribbon Blue. Complete with Illuminated Spike Finial.</p> <p>Column Multi Arm Stepped Tubular Steel 8m TLS S/Door Integral Root. 168 Shaft with 152mm x250 long spigot and designed to support twin arm projection bracket and single flexi-banner of a weight of 10kg/2m2 x 0.54 shape coefficient (1.8 x 0.3 for 70% wind spill).</p> <p>Paint Plain Non Kitted Column Up To 8M Middle and top painted in Ameron PSX700 BS 18 E 50 Ribbon Blue and base painted in RAL 5003 Sapphire Blue.</p>	2,526.90	15,161.40
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Additional Details

E	1	<p>Delivery Charge for Articulated Vehicle.</p> <p>Please note off loading facilities are required by site to off load delivery vehicle, if off-loading using a hiab is required by DW Windsor please contact the dispatch department on dispatch@dw Windsor.co.uk to discuss alternative arrangements. DW Windsor requires all goods to be checked on receipt of delivery. Any claims need to be sent in writing to us at dispatch@dw Windsor.co.uk within 24 hours. DW Windsor will be in contact to advise a scheduled completion date for this order and a projected delivery date.</p>	910.00	910.00
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F	1	<p>Production</p> <p>Typically 8 -10 weeks from receipt of an official order</p> <p>Nett Monthly account subject to satisfactory bank and trade references</p>		
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Quotation Total: £38,509.50
Please note all prices exclude VA

Signed for and on behalf of DW Windsor Lighting

M Malins

(Customer Services Manager)

Quote generated for Paul Drinnan at Flyde Borough Council. Tel: 01253 658434

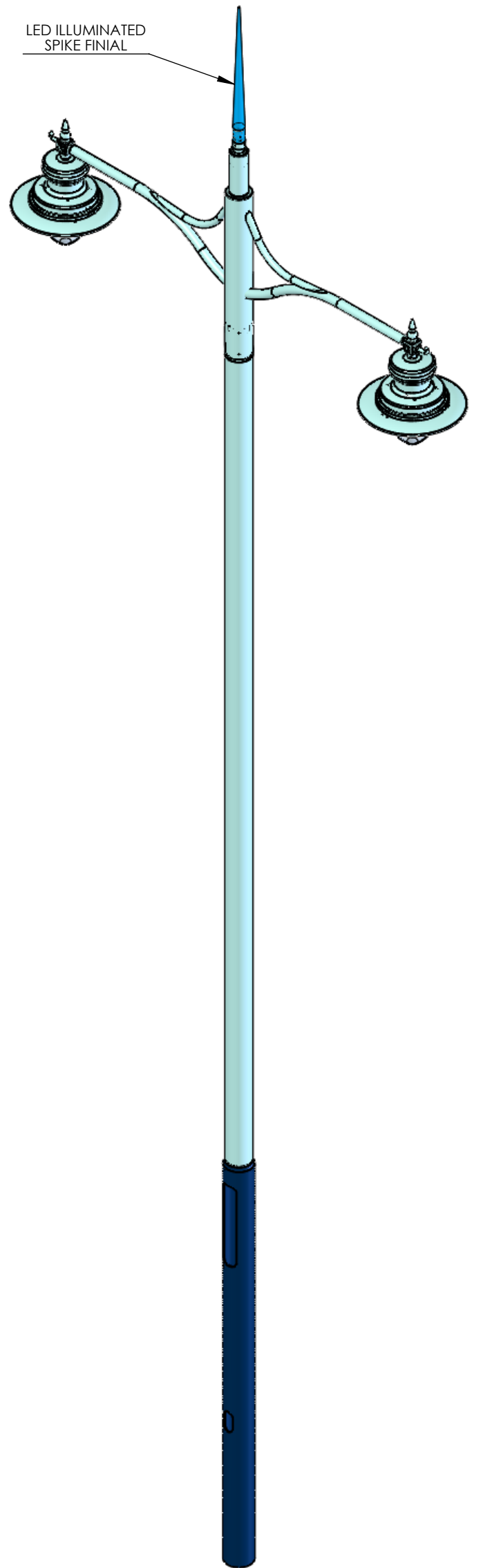
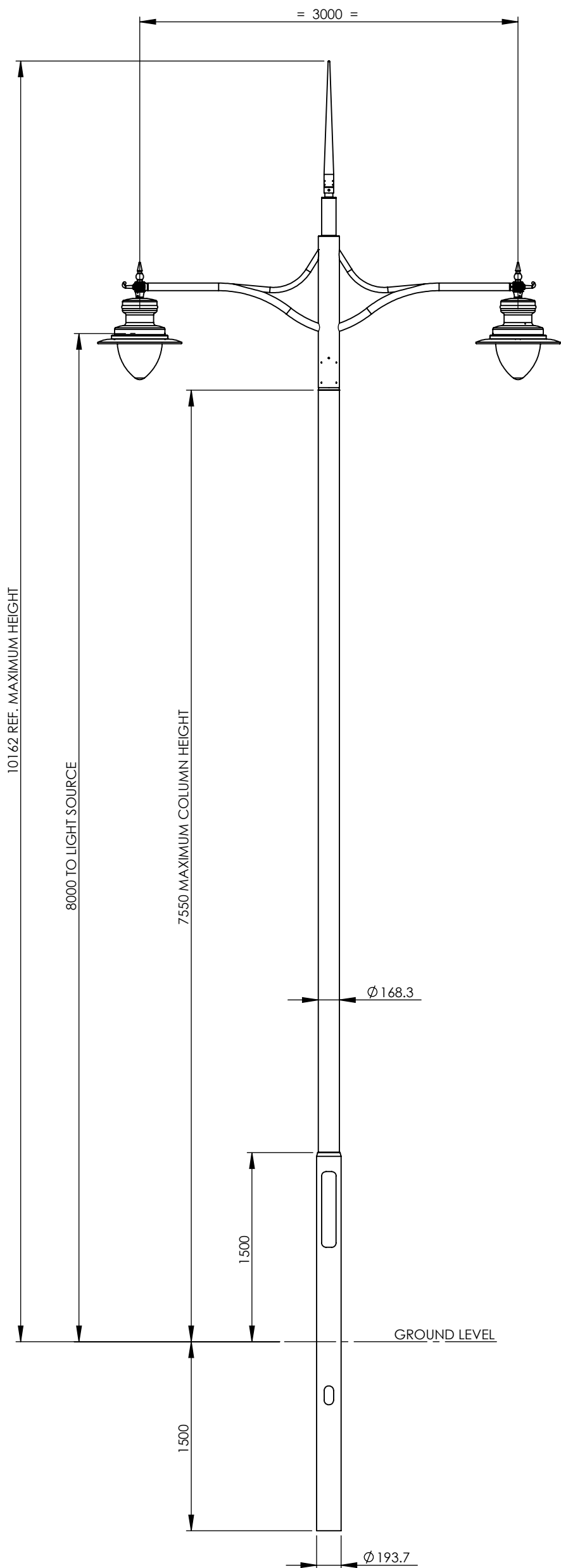
Please use Quotation number Q18032 in all correspondence

This Quotation is valid until: 19/03/2016

All prices are based on the quantity shown.

Please note that column heights are to light source unless stated otherwise

DW Windsor Lighting is meeting its producer responsibility under the WEEE UK Regulations via membership of the Lumicom Producer Compliance Scheme. For more information visit www.lumicom.co.uk



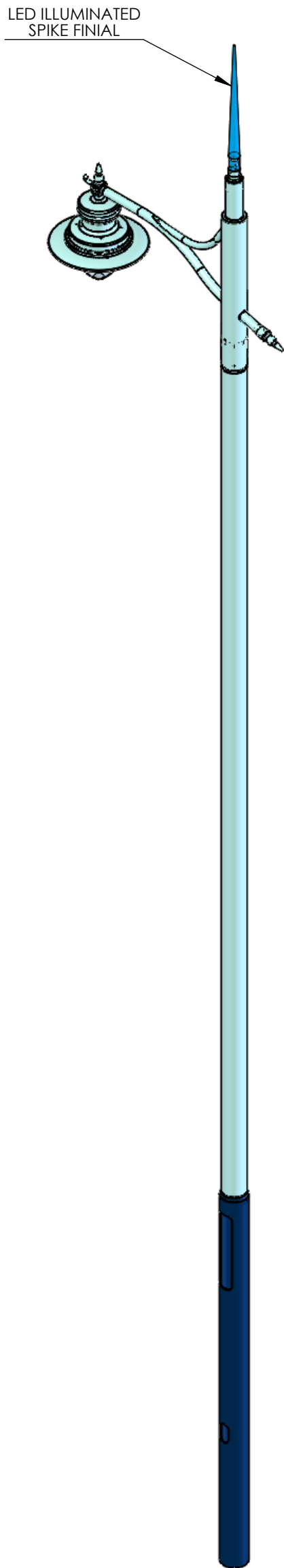
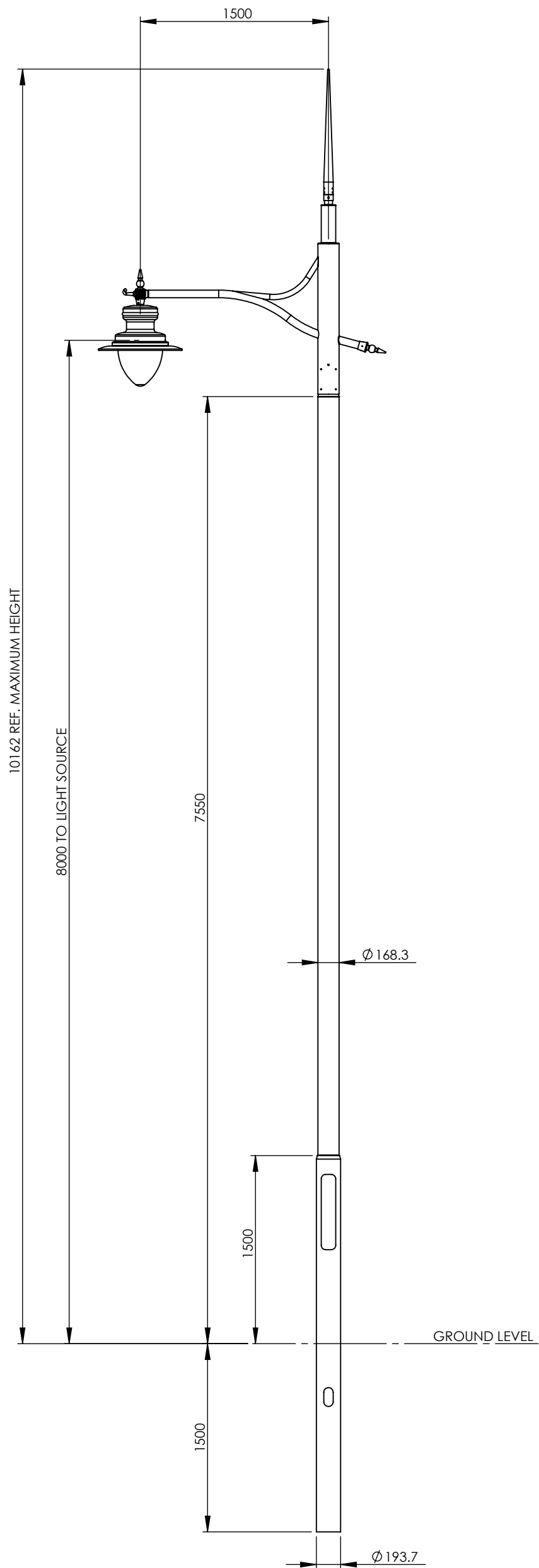
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				C						
				B	27-01-16	COLUMN HEIGHT NOW 8M WAS 8.65M BRACKET WAS 1.25M PROJ. NOW 1.5M		8.65M TLS TUBULAR COLUMN WITH DECORATIVE D/ARM BRACKET - STRAND 'A' & ILLUMINATED SPIKE FINIAL		
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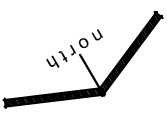
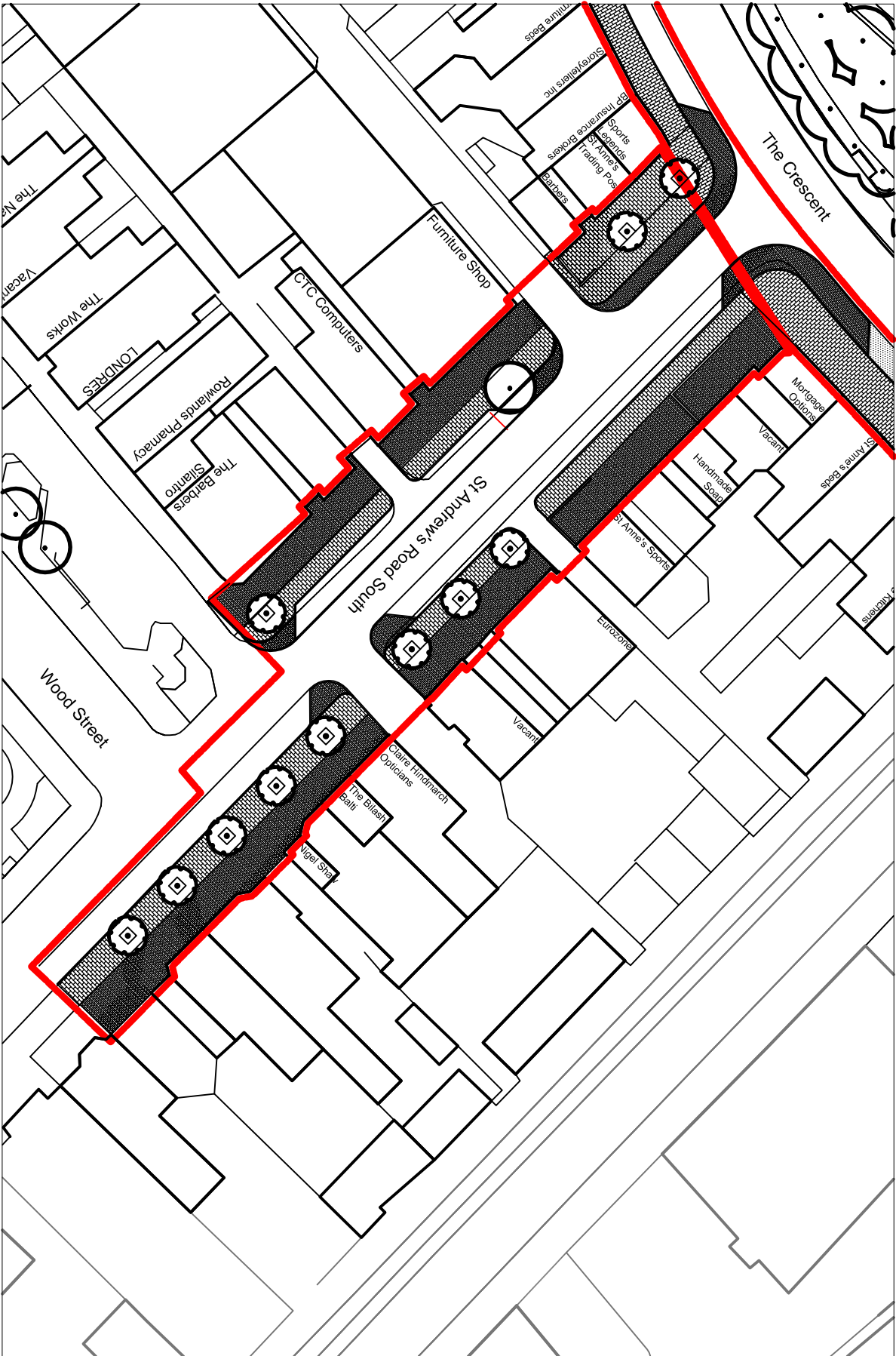
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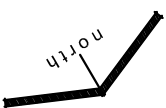
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				D								
				C								
				B	27-01-16	COLUMN HEIGHT NOW 8M WAS 8.65M - BRACKET WAS 1250 PROJ. NOW 1500						
				A	14-07-15	DRAWN						
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								DATE: 14-07-15		DRG No		3d41577-18





Legend

- Passage Boundary
- Building Trees
- Proposed Tree Planting
- Street/Carriageway Planting
- Precast concrete kerb
- Natural Stone Paving
- Manholes Tegula Paving
- Low Brick Walls



Planning and Regeneration
Development Services
The Town Hall
Lytham St Annes
Lancashire
FY8 1LW

Tel: 01253 658655 Email: webmaster@fylde.gov.uk

dkf@fylde.gov.uk 02.03.2016

pdf@fylde.gov.uk 11:250

St Anne's Town Centre
The Crescent

Public Realm Improvements
Outline Sketch Proposals