

<b>Agenda Item</b> A7	<b>Committee Date</b> 3 June 2019	<b>Application Number</b> 18/01589/REM
<b>Application Site</b> Warton Grange Farm Farleton Close Warton Carnforth	<b>Proposal</b> Reserved matters application for the demolition of the existing farm buildings and the erection of 21 dwellings with associated access and landscaping	
<b>Name of Applicant</b> Wilson	<b>Name of Agent</b> HPA	
<b>Decision Target Date</b> 8 April 2019	<b>Reason For Delay</b> Amendments to Plans and Negotiation with Applicant	
<b>Case Officer</b>	Clare Bland	
<b>Departure</b>	No	
<b>Summary of Recommendation</b>	Approval	

## **1.0 The Site and its Surroundings**

- 1.1 The Site is located at Warton Grange Farm, immediately to the south of Main Road, Warton. It extends to approximately 0.96 hectares and comprises predominantly land previously developed for agricultural buildings and hard surfaced circulation/storage areas although the use of the Site has been scaled down significantly since 2015 when the owner purchased a neighbouring farm, Cotestones, some 900m to the south west.
- 1.2 The neighbouring uses comprise residential properties to the north and west, fronting onto Main Street and Farleton Close respectively. The majority of these are traditional stone built terraced units. There are a number of established trees along the southern and eastern boundaries which are subject to Tree Preservation Order (TPO no.600 (2017)). These then give way to open fields. The site is relatively level, with a slight fall to the south. It rises to approximately 6.5 metres at its highest point and circa 5 metres at its lowest.
- 1.3 In 2015 outline planning permission was granted for the demolition of the existing buildings and redevelopment of the Site for up to 23 dwellings (ref 15/0847/OUT). The application reserved all matters other than access for future consideration and was approved subject to a number of conditions and S106 obligations (detailed below). Access was established at outline stage and is approved to be taken from the existing adopted access point off Farleton Close.
- 1.4 The Site falls within the Arnsdale & Silverdale Area of Outstanding Natural Beauty (AONB); is designated as a Countryside Area; and lies within Flood Zones 2 and 3. Although it benefits from flood defences which exclude the Site from Flood Zone 3b it remains within Zone 3a. The Site is also partially within the 1 in 30 year, 1 in 100 year, and 1 in 1000 year surface water flooding areas. There is a secondary river (surface level drain) extending south from the Site.
- 1.5 The site is approximately 360m south of Warton Crag which is a designated Regionally Important Geological Site; in part a Biological Heritage Site; Nature Reserve; Ancient Woodland; and, a Site of Special Scientific Interest (SSSI). It is also subject to Limestone Pavement Orders. There is also a Scheduled Ancient Monument located on Warton Crag and a grade II listed building at 5 Main

Street, Warton. Morecambe Bay is located approximately 650m to the west and is designated as a SSSI; Special Protection Area (SPA); Special Area of Conservation (SAC); and, Ramsar Site.

## **2.0 The Proposal**

- 2.1 This submission seeks approval only for those matters that were reserved from consideration under application reference 15/00847/OUT. These comprise Appearance, Landscaping, Layout and Scale of the approved development.
- 2.2 Prior to the submission of the Reserved Matters, pre-application advice was sought from the Council (reference 17/00607/PRETWO) in order to ascertain appropriate design parameters and layout options for the Site, as well as considering additional residential development on a further portion of the Farm which has itself come forward pursuant to full planning application reference 18/01603/FUL (to be considered alongside this submission – agenda item A7).
- 2.3 The reserved matters submission proposes a development comprising 21 dwellings with the following mix:
- 2 x 1 bedroom semi-detached houses;
  - 4 x 2 bedroom terraced houses;
  - 5 x 2 bedroom semi-detached houses;
  - 2 x 3 bedroom semi-detached houses; and
  - 6 x 4 bedroom semi-detached houses; and
  - 2 x 4 bedroom detached houses.
- 2.4 Of the above it is proposed that the 2 x 1 bedroom semi-detached houses and 1 x 2 bedroom semi-detached house are affordable units. The Guinness Trust have expressed an interest in these properties.
- 2.5 Each property is provided with dedicated car parking up to the Council's maximum parking standards. For eight of the properties this is in the form of garages and private driveways, and for the remainder it is by way of a mixture of private driveways and shared surface areas.
- 2.6 Each property benefits from private amenity space, with the proposals also including areas of public open space, a wildlife and balancing pond, and peripheral landscaping areas.
- 2.7 As noted above, access to the Site was established at outline stage. This provides for a singular point of vehicular access at the western side of the Site, allowing vehicles to access and egress onto Farelton Close. There is also a pedestrian only access from Main Road, leading through the Site to Farelton Close, with a dedicated footpath proposed adjacent to the vehicular access road. The access road forms a loop around a central public amenity area, branching off to provide access to private parking areas, with additional parking proposed parallel to the road and front garden areas of properties in the northern half of the Site.
- 2.8 The dwellings have been arranged facing into the Site, with most facing directly towards the central public amenity area. Each plot features a landscaped buffer between the dwelling and road, with some being relatively open in appearance with pathways and small lawned areas, and others featuring native hedgerows or stone walls with open bar, agricultural style gates.
- 2.9 Soft landscaping is proposed around the periphery of the Site, including retention and replacement of trees and hedgerows.
- 2.10 Alongside this submission it is important to note that an application has been made to discharge conditions imposed on the outline permission (reference 18/00195/DIS) which required details of: construction of the access road; off-site highway improvement works; foul water drainage; surface water drainage; drainage management and maintenance plan; construction method statement; arboricultural works method statement; ecological enhancement and mitigation scheme; provision of electric vehicle charging points; finished floor levels; landscape management plan; and, contamination investigation and remediation strategy. The principles of the reserved matters scheme as hereby proposed have been taken into account within the discharge of conditions

submission. All details submitted pursuant to the conditions are considered acceptable to the Council and statutory consultees.

- 2.11 Also, as noted above, a full planning application has been made for the development of 4 dwellings immediately to the west of the site subject to the outline planning permission. This Site is in the same ownership and the dwellings are proposed as part of a wider, holistic, approach to developing the Warton Grange Farm Site. The inter-relationship between the reserved matters and full applications have been considered by statutory consultees and have also been taken into account in considering issues of development viability and deliverability. Although not required from a procedural perspective, the full application is similarly reported to this Committee so as to provide the opportunity to consider the wider scheme holistically.

### **3.0 Site History**

- 3.1 The relevant site history is included below.

<b>Application Number</b>	<b>Proposal</b>	<b>Decision</b>
<b>15/00847/OUT</b>	Outline application for the demolition of the existing farm buildings and the erection of up to 23 dwellings with associated access and landscaping	Permitted
<b>17/00607/PRETWO</b>	Erection of 23 Dwellings	Completed
<b>18/00195/DIS</b>	Discharge of conditions 3, 4, 6, 7, 10, 11, 12, 13, 14, 15, 16, 17 on approved application 15/00847/OUT	Pending determination
<b>18/01603/FUL</b>	Erection of 4 dwellings with associated access	Pending determination

### **4.0 Consultation Responses**

- 4.1 The following responses have been received from statutory and non-statutory consultees:

<b>Consultee</b>	<b>Response</b>
<b>Greater Manchester Ecological Unit</b>	<b>No objection</b> – referred to the detail contained within the homeowner pack and visitor boards but these matters are to be considered pursuant to the current discharge of condition application referenced above
<b>Lead Local Flood Authority</b>	<b>No objection</b>
<b>Environment Agency</b>	<b>No objection</b> – finished floor levels will be well above 1 in 1000 year flood level
<b>Environmental Health</b>	No comments received
<b>Natural England Tree Officer</b>	<b>No objection</b>
<b>United Utilities</b>	<b>No objection</b> - subject to works undertaken as proposed
<b>Parish Council</b>	No comments received
<b>Arnside &amp; Silverdale AONB</b>	<b>No objection</b> - although comments have been submitted in respect of the quantum of affordable housing proposed, materials, public information board, biodiversity and removal of trees.
<b>County Highways</b>	<b>No objection</b> – initially County Highways had concerns relating to the parking and servicing areas but following revisions to the scheme layout they have withdrawn their comments.
<b>Public Realm Officer</b>	<b>No comments received</b>

### **5.0 Neighbour Representations**

- 5.1 No responses have been received.

## **6.0 Principal National and Development Plan Policies**

### **6.1 National Planning Policy Framework**

Paragraphs 7-14 : Achieving Sustainable Development  
Paragraph 34 : Development Contributions  
Paragraphs 38, 47-50 & 54-57 : Decision Making  
Paragraph 59 – 79 : Delivering a Sufficient Supply of Homes  
Paragraph 91 – 101 : Promoting Healthy and Safe Communities  
Paragraph 108 – 110 : Promoting Sustainable Transport  
Paragraph 117 – 123 : Making Effective Use of Land  
Paragraph 124, 127 – 128 : Achieving Well Designed Places  
Paragraph 149 – 150, 155 - 165 : Meeting the Challenge of Climate Change, Flooding and Coastal Change  
Paragraphs 170, 175 – 183 : Conserving and Enhancing the Natural Environment

### **6.2 Local Planning Policy Overview – Current Position**

On 15 May 2018, and in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), Lancaster City Council submitted the following documents to the Secretary of State (Planning Inspectorate) for examination:

- (i) The Strategic Policies and Land Allocations DPD; and,
- (ii) (A Review of) The Development Management DPD

The Examination Hearing Sessions commenced on 9 April 2019.

The Strategic Policies and Land Allocations DPD will replace the remaining policies of the Lancaster District Core Strategy (2008) and the residual 'saved' land allocation policies from the 2004 District Local Plan.

The Review of the Development Management DPD updates the policies that are contained within the current document, which was adopted in December 2014. As it is part of the development plan the current document is already material in terms of decision-making.

Given the current stage of both DPDs, it is considered that some weight can be attributed to the policies contained therein where no significant objection to them has been raised.

### **6.3 Lancaster Core Strategy (Saved Policies)**

SC1 – Sustainable Development  
SC3 – Rural Communities  
SC4 – Meeting the Districts Housing Requirements  
SC5 – Achieving Quality in Design

### **6.4 Lancaster District Local Plan (Saved Policies)**

E3 – Areas of Outstanding Natural Beauty

### **6.5 Development Management DPD Polices**

DM21 – Walking & Cycling  
DM22 – Vehicle Parking Provision  
DM26 – Open Space, Sports and Recreational Facilities  
DM27 – The Protections and Enhancement of Biodiversity  
DM28 – Development and Landscape Impact  
DM29 – Protection of Trees, Hedgerows and Woodland  
DM35 – Key Design Principles  
DM38 – Development and Flood Risk  
DM39 – Surface Water Run Off and Sustainable Drainage  
DM40 – Protecting Water Resources and Infrastructure  
DM41 – New Residential Development  
DM42 – Managing Rural Housing Growth

6.6 Arnside & Silverdale Area of Outstanding Natural Beauty (AONB) Development Plan Document (DPD) (Adopted March 2019)

AS03 – Housing Provision  
AS04 – Natural Environment  
AS05 – Public Open Space and Recreation  
AS08 – Design  
AS10 – Infrastructure for New Development  
AS12 – Water Quality, Sewerage and Sustainable Drainage

**7.0 Comment and Analysis**

7.1 The principle of redeveloping the Site for residential purposes was established by the grant of outline planning permission ref 15/00847/OUT. That permission considered the detailed access arrangements for the Site and determined that the principle of a residential development of up to 23 units would be acceptable, subject to the detailed design of the scheme. The outline permission was subject to a S106 agreement which required:

- Affordable housing of up to 30% of the overall development subject to the viability at reserved matters stage (with a 50/50 split required for Intermediate Affordable Housing and Social Rented Housing);
- Education contribution (to be calculated at reserved matters approval);
- Open space contribution of £10,000;
- Site management company to be established; and
- Off Site Ecology Mitigation.

Off-site highway works were also required which would be covered by a separate S278 agreement.

7.2 The main issues for consideration of this application are as follows:

- Appearance;
- Landscaping;
- Layout;
- Scale;
- S106 contributions.

Appearance

7.3 The appearance of the development has been considered in the context of the Site's location on what is ostensibly a backland site on the edge of the village of Warton, within the Arnside and Silverdale AONB, and adjacent to open countryside. Consideration has been given to the style and size of the dwellings proposed, materials, and landscaping.

7.4 The scheme comprises a mixture of 21 modest scaled dwellings of a size/height representative of surrounding dwellings. In addition there are 7 detached and 1 attached single garages. The dwellings have been designed to reflect various design characteristics found throughout the village, with particular regard being paid to window style/sizes, roof profiles, and entrance portico. The proposed materials have been carefully selected to represent the vernacular of the area, including limestone walls (including front garden boundary walls), natural slate roofs, ivory render, and larch boarding. The windows and rooflights are proposed to be of an anthracite colour, recessed within openings finished with artstone cills and heads. Doors and guttering details would be subject to approval of details. On the whole the materials accord with the design approach promoted by the Arnside & Silverdale AONB DPD albeit the scheme proposes larch boarding for the garages which the AONB have suggested be changed to stone or render. However, as the garages are predominantly stand-alone structures set back from the principal frontages, it is considered that the larch boarding will weather relatively quickly to a grey colour akin to many agricultural buildings and would blend in well to the peripheral landscaping of the Site. In light of this the use of larch boarding on these buildings is considered acceptable in this instance.

- 7.5 The dwellings have been designed to respond to the Site's setting, ensuring all elevations to public vantage points are stone faced and integrate well within wider views of the village and from footpaths through the development Site.
- 7.6 The dwellings are all proposed to have a finished floor level of at least 750mm above 6.17mAOD, thereby providing sufficient flood resilience to satisfy the requirements of the Environment Agency whilst not resulting in buildings which would be uncharacteristically tall for the location of the Site and its surroundings. Full drainage details have been submitted pursuant to the discharge of conditions imposed on permission 15/00847/OUT which are acceptable to the Environment Agency and the Lead Local Flood Authority.
- 7.7 Careful attention has also been paid to the public areas within the Site, clearly defined through the use of hard and soft landscaping (considered in more detail below). The overall result of the detail attributed to the appearance of the buildings, private and public hard and soft landscaped areas, and amenity spaces will be the formation of a small extension to the village of Warton that is well integrated with the existing built form and surrounding countryside.
- 7.8 The principles of design and appearance applied to the reserved matters details have been carried through to the small four unit residential scheme proposed immediately to the west of the application Site pursuant to application 18/01603/FUL (separate report prepared and presented to this Committee).

#### Landscaping

- 7.9 At present the Site is occupied by a number of large, fairly modern, agricultural sheds, areas of hard standing, substantial boundary walls to the north and a bank of trees along the south and eastern boundaries which are subject to TPO.
- 7.10 The proposals include the removal of all the sheds and hard surface areas, retention and enhancement of soft landscaping along the southern and eastern/north eastern boundary, and further planting along the south eastern corner. The trees subject to the TPO are to be managed and enhanced pursuant to the proposed landscaping scheme, in accordance with advice from the Council's Tree Officer.
- 7.11 There are problems of contamination across the Site, as well as issues associated with drainage and flood risk, and as such there is a requirement for extensive ground works, including raising existing site levels.
- 7.12 There will be some new hard surfaced areas introduced throughout the Site, including an internal access road, parking areas and footpaths, however, of these, only the adoptable central access road and footprints of the dwellings would be impermeable. Overall there will be a substantial increase in permeable surfaces across the Site, including parking areas, footpaths, and private and public amenity spaces.
- 7.13 The proposals include planting which will help to soften views of the Site from the south as well as providing natural boundaries between the residential gardens and adjacent countryside.
- 7.14 The Council's Tree Officer has indicated that the landscaping proposals for the site as a whole (encompassing the reserved matters and full applications) are an improvement to the current situation and should be implemented as proposed. A condition would be applied to ensure that the landscaping scheme is implemented.

#### Layout

- 7.15 The scheme layout has evolved since the outline application was approved. The indicative scheme at outline stage was very much a linear development, with predominantly terraced dwellings proposed either side of an 'L' shaped site road. Following pre-application discussion with Officers, and following a change in prospective developer, the scheme now proposes a layout which focuses on a central 'green' public amenity space, with the access road wrapping around this area and branching off to shared parking areas. The majority of dwellings face inwards towards the 'green' with only the two most northerly plots (10 and 11) not doing so. These face west towards the rear

gardens of plot 9 and 9 Main Street, retaining sufficient separation distance so as to not be detrimental to the amenity of the residents within those properties.

- 7.16 There have also been changes to the type of properties proposed. Although there remains a single terrace of 4 dwellings, there is now a predominance of semi-detached properties and a small number of detached. The siting and distribution of dwellings make better use of the Site, result in a lower development density than the indicative scheme, and provide for a better overall relationship between existing neighbouring and proposed dwellings.
- 7.17 The proposed layout provides for safe circulation by both vehicles and pedestrians, including a pedestrian footpath through the Site from Main Street in the east to Farleton Close in the west. It also includes a wildlife and balancing pond and wildlife information board.
- 7.18 County Highways has confirmed that the proposed road layout, parking arrangements, and shared surface/parking areas are acceptable from a highway safety perspective, with necessary easements contained within appropriate areas that will allow for the main site road to be built to adoptable standard (with the intention that this is adopted by County once completed).
- 7.19 Suitable provision has been made within the scheme layout for refuse storage areas.

#### Scale

- 7.20 As noted above, the scale of the proposed development is reflective of the vernacular within Warton village and is considered appropriate for the Site. The dwellings are of a comparable height to neighbouring properties and there are sufficient circulation and amenity spaces around the properties to be a comfortable fit within the developable area of the Site.

### **8.0 Planning Obligations**

- 8.1 No new obligations are proposed. The following are requirements imposed on the outline planning permission for which further clarification/detail was required at reserved matters stage.
- 8.2 **Affordable Housing** – the S106 attached to the outline permission requires an affordable housing contribution of up to 30% of the development. The applicant has undertaken a viability assessment which encompasses the costs associated with both these reserved matters and the associated full application (18/01603/FUL) as they are intrinsically linked and would be developed as a single scheme. The viability assessment has been independently critiqued by Keppie Massie. The result of this assessment is in the process of being finalised and will be reported verbally to Councillors at the Committee Meeting. However, the indication is that it is not viable to provide 30% of the scheme as affordable units (which would equate to 7.5 units across the two applications) but it is possible to secure 3 units. The applicant has proposed to dedicate units 1-3 as affordable, with The Guinness Trust having expressed an interest in taking on these properties.
- 8.3 Although 3 units across an aggregated 25 unit scheme is a low provision, this is due to the overly high abnormal costs associated with the development, associated with issues including contamination, method of construction required due to ground conditions, drainage, and site levelling. If the 4 unit scheme being considered pursuant to application reference 18/01603/FUL was not factored into the mix, the development might not be implementable. The original applicant for the outline application was not able to bring forward a viable option and as such the reserved matters stage was progressed by the current applicant who, due to their civil engineering business arm, is able to use their existing expertise to make the scheme both appropriate for the location (in terms of design, scale, housing types) and viable, subject to the addition of the adjacent proposed 4 unit scheme. The adjacent site does not suffer the same below ground problems as this one and as such the development costs and sales values for the 4 units would be sufficient to bring the overall scheme to a level of viability that would allow for both the implementation of this scheme and the provision of affordable housing, helping to add to local need for both affordable and open market housing in the village. Further units could have been proposed both pursuant to the outline permission, which approved the development of up to 23 units and yet only 21 have been proposed at reserved matters stage, or as part of the full application for the adjacent site. However, the result of either option would be proposals that risk further encroachment into the open countryside or a greater overall site density, neither of which would be considered appropriate for the Sites or their setting. It should be noted that the properties proposed are not high value, large detached properties, they are predominantly 2 bedroom and semi-detached properties. On balance of the

issues considered across the two, inter-related schemes, in this instance the low number of affordable units is considered preferable to no affordable at all or a more densely developed Site in this location.

8.4 **Education Contribution** – the amount of education contribution was to be determined at approval of reserved matters. Lancashire County Council has indicated that at this time they would be seeking a contribution for 2 secondary school places but will not be seeking a contribution for primary school places. This equates to a contribution of £48,370.32.

8.5 None of the other S106 obligations has a requirement for detail to be agreed at reserved matters stage.

## **9.0 Conclusions**

9.1 The reserved matters details proposed pursuant to the outline planning permission 15/00847/OUT have been designed to respect the setting of the Site, its context within the surrounding area, and existing constraints. The proposals would result in a good quality residential development of an appropriate scale and appearance, incorporating the use of high quality materials, and with a well thought out layout that provides interest for future residents.

9.2 The proposals meet the Council's policy requirements in respect of design; trees and landscaping; impacts on existing neighbouring and future residential amenity; flood risk and drainage; designated sites of biological importance; and, parking and access.

9.3 On balance of all issues it is considered that the proposals are acceptable.

## **Recommendation**

That Approval of Reserved Matters **BE GRANTED** subject to the following conditions:

1. Standard Reserved Matters timescale
2. Approved plans
3. Approved materials
4. Implementation of access
5. Retention of private and shared parking areas
6. Details of wildlife and balancing pond
7. Implementation of landscaping scheme
8. Implementation of tree protection measures and Arboricultural Method Statement
9. Removal of residential Permitted Development rights

## **Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015**

In accordance with the above legislation, Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been made having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

## **Background Papers**

None.