

<b>Reporting to Planning Committee Meeting to be held on: 8<sup>th</sup> February 2018</b>	<b>Electoral Ward Affected Preston Rural East</b>
<b>Report submitted by: Director of Development</b>	
<b>Application Number: 06/2017/0676</b>	

## **1 Summary**

### **1.1 Land to the west of Preston Road, Grimsargh, Preston**

Proposed older person's village for residents aged 55 years and over comprising 60 no. bedroom care home (Class C2), 60 no. apartments (Class C3), 20 no. bungalows (Class C3), surgery, associated landscaping and open space with all matters reserved except for access

**Applicant** Colin Hetherington, Applethwaite Ltd/Your Housing Group

**Agent** Alyn Nicholls

**Case Officer** Natalie Beardsworth

## **2 Decision recommended**

Subject to a S106 obligation being secured providing for affordable housing, planning permission be granted subject to conditions addressing those matters listed in paragraph 2.1.

### **2.1 Conditions & Informatives**

#### Conditions

1. Approved plans
2. Approval of reserved matters (layout, scale, appearance and landscaping)
3. Time limit for submission of reserved matters
4. Samples of materials prior to commencement of development
5. Scheme for the provision of a zebra crossing to be agreed prior to commencement of development and completed prior to first occupation
6. Any future reserved matters application shall include the diversion details of the public right of way that crosses the site
7. Prior to commencement of development the new estate road shall be constructed to at least base course level.
8. Wheel washing facilities.
9. Future maintenance and management of the proposed streets.
10. Surface water drainage scheme to be approved and completed prior to commencement of development.

- 11.No occupation until completion of SuDS in accordance with SuDs scheme maintenance and management plan.
- 12.Surface water lifetime management and maintenance plan.
- 13.Foul and surface water shall be drained on separate systems.
- 14.Intrusive ground investigation to discover the potential for land contamination prior to commencement.
- 15.Tree protection measures during construction
- 16.Electric vehicle charging points.
- 17.Any future reserved matters shall include information to demonstrate that the buildings would achieve energy efficiency levels equivalent to level 4 of the Code for Sustainable Homes or BREEAM Very Good.
- 18.Any future reserved matters shall include details of refuse and recycling storage and collection

### Informatives

1. CIL liability information.
2. Planning permission does not grant consent to connect to a watercourse.
3. The Local Highway Authority reserves the right to provide the highway works.
4. Condition 8 requires the completion of an agreement between the developer and the Local Highway Authority or the details of a private management company.
5. Changes to the existing street lighting may be required.
6. The planning permission does not entitle the developer to obstruct a right of way and any proposed stopping-up or diversion of a right of way.

## **3 Information**

### **3.1 Location**

The application site is located on the west side of Preston Road, Grimsargh. The site is irregular in shape and is located between no. 135 Preston Road and an existing woodland opposite Nook Glade. Beyond the rear curtilage boundary of no. 135 Preston Road the application site opens up to include three small to medium sized fields and part of two further medium sized fields and is bound on all sides by more open fields, albeit part of the north boundary adjoins the curtilage of Grimsargh House Rest Home. The majority of the site lies within an area identified as Open Countryside and Area of Separation on the policies map of the Preston Local Plan. A small proportion of the site (north east corner, approximately 10%) lies within an area identified for new community facilities on the policies map of the Preston Local Plan.

### **3.2 Proposal**

This outline planning application seeks approval for vehicular access from Preston Road and the principle of developing a 60no.bedroom care home, 60no. apartments and 20no. bungalows and a doctors' surgery/medical centre. The vehicular access would be from Preston Road, sited to the south of the woodland maintained by the parish council on the west side of the road (opposite no. 104 Preston Road) and would have a visibility splay of 2.4m by 43m in both directions (no third party land would be required to achieve this splay).

An indicative layout has been provided which shows that the proposed bungalows would be sited in the south half of the site and an existing pond would be retained in the south east corner of the site. The apartments would be sited centrally between the proposed bungalows and the proposed care home, which would stand adjacent to the north boundary of the site. A doctors' surgery/medical centre would be sited in the north east corner of the site. A new pond would be created in the north west corner of the site and two existing ponds would be retained along the north boundary. A landscape buffer would occupy the west side of the site and a woodland would be planted to replace the hedgerow that would be lost on that side of the site. The existing public right of way that runs across the site in an east/west direction would be diverted (the principle of the diverted route would be agreed as part of a reserved matters application, but a diversion order would need to be made under a separate legal process). A pressurised water main crosses the site.

### 3.3 Relevant planning history

None relevant.

### 3.4 Planning Policy Framework

**Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that if regard is to be had to the Development Plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.**

**The Development plan comprises:**

#### Central Lancashire Core Strategy

Policy 1: Locating growth

Policy 2: Infrastructure

Policy 3: Travel

Policy 4: Housing delivery

Policy 5: Housing density

Policy 6: Housing Quality

Policy 7: Affordable and special needs housing

Policy 14: Education

Policy 16: Heritage Assets

Policy 17: Design of new buildings

Policy 19: Areas of Separation and Major Open Space

Policy 21: Landscape character areas

Policy 22: Biodiversity and geodiversity

Policy 26: Crime and Community Safety

Policy 27: Sustainable resources and new developments

Policy 29: Water management

Policy 31: Agricultural land

#### Preston Local Plan 2012-26 (Site Allocations and Development Management Policies)

Policy HS1: Allocation of housing sites

Policy HS3: Green infrastructure in new housing developments

Policy ST1: Parking standards

Policy ST2: General transport considerations

Policy EN1: Development in the open countryside  
Policy EN4: Areas of Separation  
Policy EN7: Land quality  
Policy EN8: Development and Heritage Assets  
Policy EN9: Design of new development  
Policy EN10: Biodiversity and nature conservation  
Policy EN11: Species protection  
Policy WB2: Allocations for New Community Facilities

**Other Material Considerations:**

Central Lancashire Supplementary Planning Documents (SPD)

Affordable Housing  
Design Guide  
Open Space and Playing Pitch  
Rural Development

National Planning Policy Guidance

National Planning Policy Framework (The Framework)  
National Planning Practice Guidance (NPPG)  
National Planning Policy for Waste

Other Documents

Central Lancashire Strategic Housing Market Assessment (September 2017)  
The Conservation of Habitats and Species Regulations 2010 (as amended)  
The Wildlife and Countryside Act 1981 (as amended)  
Community Infrastructure Levy (CIL) Regulations 2010 (as amended)

**3.5 Consultation responses**

Lead Local Flood Authority: No objection subject to conditions requiring a surface water drainage scheme to be approved prior to commencement of development, a sustainable drainage scheme to be completed prior to first occupation of the development and a maintenance and management plan for it.

United Utilities: No objection subject to conditions requiring foul and surface water to be drained on separate systems, a surface water drainage scheme to be approved prior to commencement of development, a sustainable drainage scheme to be completed prior to first occupation of the development and a maintenance and management plan for it. An easement and water main cross the site. Informative should be attached to the decision notice if planning permission is granted.

Greater Manchester Ecology Unit (GMEU): No significant ecological constraints were identified by the applicant however there are historic records of great crested newts on the site and within 250m of the site that require further clarification prior to determination. Clarification is also required on the water samples taken from the pond in the southern part of the site. Low numbers of bats were shown to be utilising the boundary features within the site for commuting/foraging. Whilst these appear to be retained negative impacts may occur if external lighting is planned adjacent to these features and this should be clarified

prior to determination. Several trees were assessed as having moderate to high bat roost potential and these all appear to be retained and unlikely to be removed given their location. A tree protection condition is required and no further survey is necessary. Sections of internal hedgerow are proposed to be removed and as this is potential bird nesting habitat a condition is recommended to ensure that nesting birds are not harmed during any works to hedgerows, trees and shrubs. There are significant areas of land retained as landscape buffer and/or recreation for mitigation and enhancement for the loss of grassland. There is adequate potential for mitigation for the loss of the hedgerow across the centre of the site through the creation of a replacement hedgerow along the southern boundary. It is recommended that a Landscape and Environmental Plan is required.

County Highways: The trips rates used in the Transport Assessment Addendum (TA Addendum) are not agreed but due to the scale of this development, using revised trip rates from LCC, the proposal would have little or no effect on the local highway network. The proposed access is satisfactory. It would be necessary to relocate the existing west bound bus stop to the north of the proposed access and the applicant has provided proposals for a new bus stop that are acceptable. Proposals for a new zebra crossing to the south of the proposed access could not be supported as it is not on the desire line between the application site and the west bound bus stop, but an alternative location could be agreed by condition. A public right of way crosses the site and the route of a diversion should be agreed as part of a detailed planning application following further consultation with the Highway Authority.

Environmental Health: No objection in principle subject to conditions requiring an intrusive ground investigation to discover the potential for land contamination and electric vehicle charging points.

Parks and Street Scene (Landscape): Topographically the site sits on a slightly elevated area. The proposed development would be visible to varying degrees from Whittingham Lane, Preston Road, public footpaths (6-7FP3, 6-1FP1) the 'Millenium Woodland', Grimsargh Green, surrounding residences (including Grimsargh Manor and Cow Hill) and to a lesser extent from St Michael's Church. The care home would be the most noticeable building due to its indicated height. There is scope to integrate the development into the wider landscape, to ensure that the buildings are screened and limit views of them from outside the site. This can be achieved through carefully designed hedgerow and woodland planting inside the site, especially to the west and southern edges of the site. To this end it is suggested that the structure planting to the western edge could be increased in extent and that the southern edge be reinforced. Soft landscaping, in particular along the line of the footpath diversion, would also be important as it would filter views over the development from outside the site. The diverted footpath when it links to the public footpath 6-6 FP10 (on the western side of the development) would be better if it was moved further west following the H3 hedgerow line before it links to the original route. Where possible native hedgerow should be planted to compensate for the loss of hedgerow (especially H9). To mitigate for loss of habitat it is suggested that retained hedgerows H2 and H3 should be augmented with planting where there are gaps. Standard tree planting should also be added, which would promote the health and biodiversity of these landscape features as well as maximising their function in screening/filtering views.

Designing Out Crime Officer: No comments received. Any comments received will be reported in late changes.

Haighton Parish Council: There are positive and negative views towards the proposed development. The positive views are that a doctors' surgery would be convenient, easing pressure on existing surgeries and there is a need for accommodation for the elderly. The negative views relate to the loss of views and loss of green space, the urban extension of the village and the increase in traffic would add congestion to Preston Road.

Grimsargh Parish Council: Object to the proposed development and the comments are summarised as follows:

- The proposed development is contrary to Core Strategy Policy 1, as villages are at the bottom of the hierarchy where development is expected. The proposal cannot be described as small scale or infill. It also impacts upon the area of separation and is contrary to Core Strategy Policy 19 and Local Plan Policy 4;
- There could be some merit in the health facilities and care home, but the proposal is too large and there is no extra care for the apartments or bungalows. The surgery may not offer much to the village given the size of the development, there is little attempt to demonstrate the need for the development and a large care home is reopening which will address the needs of the village;
- The traffic generated by the proposed development would have a concerning impact. The village can be gridlocked during parts of the day and this development would add further traffic. It is near a blind bend and close to the school. The crossing point to the school causes traffic congestion twice a day;
- Over 55s should be integrated into the community rather than being concentrated on one site;
- The development would have a detrimental impact upon the visual amenity of Grimsargh village.

Councillor Neil Cartwright objects to the proposed development and his comments can be summarised below:

- There are some interesting positive aspects, particularly the bungalows, but the proposed development conflicts with policy;
- It is noted that a small part of the site falls within the WB2 allocated site but the application site is significantly larger;
- The proposed doctors' surgery may not be deliverable;
- The proposed development is contrary to Core Strategy Policies 1, 13 and 21 and Local Plan Policies EN1 and EN4;
- The site has limited visibility from the highway, it is close to a very sharp bend and traffic approaching from Longridge would have limited visibility when turning right out of the site. The proposed development would be a significant traffic generator, which would exacerbate congestion at peak times;
- The proposed development would have a significant impact on the open rural character of this part of Preston and the proposed bungalows should be relocated away from existing properties.

39 representations have been received from local residents objecting to the proposed development. The main points of the objections received are summarised below:

- The proposed development does not comply with Policies EN1 and HS4.
- The proposed development would block views of the countryside from those currently living on Preston Road, the occupiers of Grimsargh House Rest Home and those using the public right of way. It would have an adverse impact upon the visual

amenity of the area;

- The proposed development would result in loss of wildlife;
- The nature of the development could change from housing for older people to large housing for families;
- If the development was brought forward how could it be reserved for older people and the residents of Grimsargh. Age 55 is too young for retirement;
- There is a lack of parking proposed and the development would generate a large amount of traffic that would exacerbate existing congested conditions on Preston Road, particularly at peak times. This would lead to increased air pollution;
- The location of the proposed pedestrian crossing may lead to parking in the nearby streets off Preston Road;
- There are no details of the proposed floor plans. People do not want to live in flats because there is a lack of ventilation and sound proofing so there are problems associated with smells, smoking and noise.
- The proposed development would lead to flooding of existing surrounding residential properties;
- There is no need for the proposed accommodation or the proposed surgery. Older people do not wish to be separated from the community. The proposal would alter the demographics of the village as there is an existing home for older people adjacent to this site;
- The proposed development would add further unwanted development to the village so much so that it is now losing its rural character and village identity;
- No sheltered accommodation has been proposed but there is a need for this type of accommodation.

12 representations have been received from local residents supporting the proposed development. The main points of the objections received are summarised below:

- The proposed development would allow older people to free up homes that are too large for them;
- The village does not have a surgery so this is welcomed;
- There is a lack of managed apartments for older people;
- The concerns raised relating to an increase in traffic are unfounded as the occupiers are unlikely to be regular drivers;
- There is a growing older population and the proposed development would provide for that. It would also bring jobs and healthcare. The proposal could be beneficial for local school children to access the grounds. Interactions between the young and older generations have positive outcomes for both,

4 representations have been received from local residents neither objecting nor supporting the proposed development.

### 3.6 Analysis

#### Principle of proposal

Core Strategy Policy 1 seeks to concentrate growth and investment on well located brownfield sites in Preston, the Key Service Centres of Chorley and Leyland, and the main urban areas in South Ribble. The policy further states that growth and investment will be concentrated in the Preston/South Ribble Area comprising The Central Preston Strategic Location and adjacent inner city suburbs, focussing on regeneration opportunities in Inner

East Preston, the Tithebarn Regeneration Area and the New Central Business District Area. Specifically criterion (f) of Policy 1 states in other places, such as smaller villages, substantially built up frontages and Major Developed Sites, development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need unless there are exceptional reasons for large scale redevelopment schemes.

Adopted Preston Local Plan Policy EN1 seeks to protect areas of open countryside from unacceptable development which would harm its open and rural character and limits development to that which is needed for the purposes agriculture or forestry or other appropriate rural use, the re-use or re-habitation of existing buildings or infilling within small groups of buildings within smaller rural settlements.

The proposed development of 60no. apartments, 20no. bungalows, a 60no.bedroom care home and a doctors' surgery/medical centre cannot be considered small scale, nor would it constitute infilling or the conversion of buildings. It not a large scale redevelopment scheme as the application site is greenfield. Therefore, the proposed development is contrary to Core Strategy Policy 1. The proposed development is not required for any agricultural or forestry purposes set out in Policy EN1 and the site would not constitute infilling within groups of buildings in smaller rural settlements (i.e. clusters of buildings not defined on the policies map). In this case the proposal would not comply with Policy EN1 of the Adopted Preston Local Plan 2012-26. However it is necessary to consider whether there are material considerations which outweigh the non-compliance with this aspect of the Development Plan. This will be discussed later in the report.

Paragraph 112 of the Framework states that local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Core Strategy Policy 31 seeks to protect the best and most versatile agricultural land (Grades 1, 2 and 3a) that occurs in the west of Central Lancashire when considering both agricultural and other forms of development.

An agricultural land classification assessment was not submitted with the planning application. The Agricultural Land Classification map of the North West region, published by Natural England (24th August 2010) confirms that the land that the application site covers is grade 3b and therefore the proposed development would not result in the loss of the best and most versatile land. The proposed development complies with the above policy.

#### Housing Land Supply

Core Strategy Policy 4 seeks to deliver a total of 22,158 new dwellings across the three Central Lancashire districts during the plan period of 2010 – 2026. The policy sets the minimum requirement of 507 new dwellings per annum for Preston. Policy 4 also seeks to ensure that at least 70% of new housing developments are located on brownfield sites.

Paragraph 47 of the Framework states that Local Planning Authorities should identify a supply of specific deliverable sites 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. Paragraph 150 of the Framework states that planning decisions must be taken in accordance with the development plan unless material considerations indicate otherwise.



The Council can demonstrate a five year supply of deliverable housing land. In view of this, development plan policies for the supply of housing are not considered to be out-of-date and can therefore be afforded full weight. The proposal would contribute to maintaining the Council's five year supply.

#### Housing need, affordable housing and viability

Policy HS4 permits new housing development adjoining identified villages, including Grimsargh, where a need has been identified as a result of a comprehensive needs assessment. Policy 7 of the Core Strategy aims to provide sufficient affordable and special housing to meet needs by requiring 100% affordable housing on any rural exception site including those in the green belt subject to development considerations such as financial viability and contributions to community services. Policy 7 also states that special needs housing including extra care accommodation will be required to be located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be sought to be affordable subject to such site and development considerations as financial viability and contributions to community services.

Paragraph 54 of the Framework states that in rural areas Local Planning Authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local Planning Authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs.

An assessment of need for the proposed accommodation accompanies the planning application and draws the following conclusions:

- The highest proportions of older people and older persons' households are in the rural east and rural north wards of Preston;
- The population of older people living in Preston is projected to grow by 9,000 people and 6,000 households by 2039;
- Older persons' households over 65 are mostly home owners and are likely to own their homes outright;
- Over half of older person households would need or expect to move into a smaller property and many of those households will be in housing need on the grounds of their present home being unsuitable (i.e. too big and difficult to maintain);
- Many older person households cite the lack of suitable move-on housing as the reason why they have not moved out of unsuitable housing. This affects supply for younger households;
- A substantial number of older home owners would not normally be eligible for affordable housing;
- The Housing Learning and Improvement Network (Housing LIN – a network of housing, health and social care professionals in England, formerly responsible for managing the Department of Health's Extra Care Housing capital programme) model estimates there was a 7% undersupply of registered care spaces equivalent to 41 units in 2014. It further estimates that the demand for care home spaces in Preston will increase from 625 spaces in 2014 to 956 spaces in 2035.

The Central Lancashire Strategic Housing Market Assessment (September 2017) considers that given the ageing population and higher levels of disability and health problems amongst older people there is likely to be an increased requirement for specialist housing options. The assessment draws on data from the Housing LIN along with demographic projections to provide an indication of the potential level of additional specialist housing that might be required for older people in the future. The current supply (stock) of sheltered and extra care housing (i.e. not care homes places) in Preston is 136 units per 1,000 people aged 75 and over. In terms of future projection in Preston specifically, the Central Lancashire Assessment estimates 37-38 units per annum (other than care home places) would be needed for persons aged 75 and over between 2014 and 2034. It also estimates that 20 care home places per annum for persons aged 75 and over would be needed in Preston between 2014-2034.

The proposed apartments and bungalows (80 units combined) would contribute to meeting the identified need. There is currently a shortfall of specialist housing for older people and although planning permission has been granted for this type of accommodation elsewhere in Preston (Dovedale Avenue and New Hall Lane) to date none has been constructed. The proposed bungalows would offer a different type of tenure to the traditional sheltered accommodation for older persons as suggested in the Central Lancashire assessment. The assessment advocates one and two bedroomed housing aimed to attract 'early retired' older people looking to downsize but not wanting to live in specialist retirement housing. The availability of this type of accommodation allows older households to downsize from dwellings that are too big for their accommodation needs which would then free up existing family accommodation for younger households, which is also a finding the applicant's needs assessment.

The Central Lancashire assessment suggests that specialist housing for the older population, such as the proposed bungalows and apartments, should be split roughly 60:40 between the market and affordable sectors, which is consistent with the suggestions by the Housing LIN. Core Strategy Policy 7 states that a proportion of special needs housing will be sought to be affordable subject to site and development considerations such as financial viability and contributions to community services. The policy does not specify the quantity that the 'proportion' should be. However as a starting point it would be reasonable to expect that 35% of the units should be affordable as that is the quantity set by Policy 7 for regular housing schemes in the rural area and it offers a similar ratio to that suggested in the Central Lancashire assessment. Furthermore this approach is set out in the Inspector's Report in respect of the Core Strategy, which states at paragraph 61 that 'agreements concerning affordability should be sought and not required' and he goes on to state at paragraph 65 that Policy 7 'provides a good starting point for negotiation and has a realistic chance of achieving the objectives of meeting the needs of different groups of the community'.

The applicant is agreeable to a proportion of the proposed bungalows and apartments being affordable subject to viability. The Inspector's Report in respect of the Core Strategy states, in paragraph 61, that 'economic viability, tenure split and circumstances of the case are vital considerations in the determination of a planning application and the degree of affordability sought'. The applicant has advised that a full viability appraisal of the proposed scheme cannot be produced with this outline planning application because the design and

specifications of the proposed care home and surgery are unknown. Therefore the proportion of affordable housing cannot be determined at this stage. The applicant has submitted a draft Section 106 Planning Obligation requiring a scheme for the provision of affordable housing be submitted and approved in writing by the Council prior to the commencement of development. This is currently under consideration.

It is important to note that the Central Lancashire assessment finds that 73% of older person households (either living as a single person or a couple) live in outright owned accommodation. It has been found by both the applicant and the Council that older persons, when looking for move to smaller accommodation, are often attracted to new-build two bedroom affordable housing units. However due to the often significant equity that these older persons have in their existing dwellings they are not eligible for such accommodation. Hence why both the Central Lancashire Assessment and the Housing LIN recommend that specialist housing for older people (other than care home places) should be split roughly 60:40 between the market and affordable sectors. Therefore even if the proposed development could not achieve a proportion of affordable units due to economic viability there would still be a shortfall in the need for specialist housing for older people in the market sector (it is estimated that 91 units are needed by 2018 – 60% of 152 units).

The proposed care home would provide 60 places and would contribute to meeting the need identified in the Central Lancashire assessment, which estimates that 20 care home places per annum for persons aged 75 and over would be needed in Preston between 2014 and 2034. Since 2014, three new care homes have been granted planning permission in Preston. The approved care home at Deepdale Day Centre, Flintoff Way (ref: 06/2014/0673) is complete and occupied and provides 96 places. This care home meets the need up to 2019. An approved care home at St. Theresa's Presbytery, Church Avenue (ref: 06/2017/0353) would provide 30 places and an approved care home at Preston Grasshoppers, Lightfoot Lane (ref: 06/2017/1134) would provide 74 places. Construction of these care homes has not started and it is unlikely that construction of the proposed development, should it be granted planning permission, would commence prior to 2019. If all three care homes are constructed there would be an oversupply in the short to medium term depending on the time of completion. However it is important to note that the approved care homes are located in the urban area of Preston and the proposed care home, located in the rural area, would serve the needs of the rural community. There is evidence to demonstrate that older people do not wish to relocate outside of their communities to access specialist accommodation. Given that there is a growing aging population it is likely that this need will continue to increase over time. The proposed care home is not subject to the affordable housing objectives of Core Strategy Policy 7.

In addition to all of the above the applicant asserts that it is important to be mindful of the background and recognition that positive steps must be taken to plan for an ageing population. As long ago as 2004 the Royal Town Planning Institute (RTPI) produced a paper "Planning for An Ageing Population", and various other organisations such as the Planning Officers' Society, the Local Government Association and the Joseph Rowntree Trust have undertaken research and highlighted the need for and benefits of purpose designed residential accommodation tailored to the needs of older people. On 11th December 2017, in his evidence at a Housing for Older People Houses of Commons Committee, Alok Sharma (the then Minister for Housing) noted that the whole issue about

housing for older people is an emerging area and that the revised NPPF, to be published this year, will make sure that local authorities have clear policies for addressing the housing requirements of older people. McCarthy and Stone (the UK's leading retirement housebuilder) provided evidence to that Committee that whilst many older people do not wish to move or downsize, there are millions of people looking for a better housing solution but are restricted from doing so by a lack of suitable options. They conclude that the failure to build enough retirement housing has an impact on two of the biggest issues facing the country: housing and health and social care.

The proposed development meets an identified need and in doing so provides different forms of accommodation tailored to meet the housing needs of older people. The proposed development complies with the above policies.

#### Suitably of location for the specialist housing proposed

Policy WB2 allocates land off Preston Road, Grimsargh, for a pharmacy and medical centre and sheltered/extra care housing for the elderly to meet local needs in Grimsargh and the adjacent rural areas. The allocated land is approximately a quarter of the size of the application site and is located between the application site and Preston Road. A small proportion of the application site (north east corner, approximately 10%) lies within the allocated site.

The applicant states that representations were made during the preparation of the Local Plan to extend the Policy WB2 allocation to the west to encompass the application site. The matter was not resolved and the applicant asserts that the existing Policy WB2 allocation is not large enough to accommodate a viable development, due to water and electricity easements crossing the north west corner of the allocated site, which was known at the time of preparing the Local Plan and significantly reduces the site's net developable area. Furthermore there would be a need to retain the woodland areas located on the northern and southern boundaries of the allocated site to retain the character of Preston Road, which places a further restriction on the developable area. In addition the works required to provide a satisfactory vehicle access into the allocated site, as Preston Road curves along the allocated site frontage (it is straight on the application site frontage) would require a greater amount of land for visibility, reducing the developable area even further. Moreover without substantial public sector funding, health care would not be developed on the site. The applicant therefore considers that these factors render the development of the Policy WB2 allocation unviable without the application site. The applicant does not own the whole of the allocated site but does anticipate that the Policy WB2 allocation can be brought forward at a later date and development of the application site would establish the necessary infrastructure to do that.

As stated above, since 2014, three new care homes have been granted planning permission in Preston. Additionally, 60no. affordable extra care apartments were granted planning permission at Dovedale Avenue (ref: 06/2016/0237), but this development has not started. All of these developments are located in the urban area of Preston, however the Housing Needs and Demand Assessment 2013 states that in Preston 31.1% of rural households have a member aged 60 and above compared with 19.9% of urban households. Of those rural households surveyed for the 2013 assessment and planning to move within the Preston boundary, all of them wanted to stay within the rural area; none would consider moving into the urban areas.

Whilst the principle of the proposed development in the location proposed would be contrary to the development plan, the development would meet the housing needs of older people in the rural area. The proposal therefore brings social benefits to the older community in the rural area that have not been provided or offered in Preston in recent years. Although the principle of locating such development entirely in urban areas would comply with the development plan the need for the type of accommodation proposed is not solely present in urban areas. Therefore not providing this type of development in rural areas would leave a need unmet. The social benefits that the proposal bring weigh in favour of the proposed development.

#### Area of separation

Core Strategy Policy 19 seeks to protect the identity, local distinctiveness and green infrastructure, such as the Area of Separation, between Grimsargh and Preston, to protect settlements from merging and safeguard environmental/open space resources.

Local Plan Policy EN4 states that within the Area of Separation between Grimsargh and the Preston Urban Area development will be assessed in terms of its impact upon the Area of Separation including any harm to the effectiveness of the gap between settlements and, in particular, the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.

The gap between the proposed development and the Preston urban area would be approximately 655m. The gap between Grimsargh and the Preston urban area is 485m. The gap between the application site and the Preston urban area would be 170m greater than the existing gap between Preston and Grimsargh. The proposal would not result in the physical merger of Grimsargh and Preston as there would be no point at which, as a result of the development, the gap would be closed. A significant gap would remain, which it is considered would constitute an effective Area of Separation. There would be no perception of the gap between Preston and Grimsargh being closed to the extent that there would be a risk of the settlements merging. In terms of identity and distinctiveness the proposed development would not adversely affect the sense of entering and leaving Grimsargh where the public footpath enters/exits the western edge of the site from/into the open countryside. From all other routes users would consider the application site as part of Grimsargh as the distinction between town and country further south (between St. Michaels Church and the urban area of Preston) would be unaffected. Although there would be some loss of open countryside, there would be no increased risk of a merger and no significant harm to the local distinctiveness of Grimsargh as a separate village. The proposed development therefore complies with the above policies.

#### Impact on the open countryside and landscape character of the area

The supporting text to Policy EN1 states that it is important that these areas (of open countryside) are protected from unacceptable development which would harm its open character (the actual policy wording is silent on this matter). The Framework says that the intrinsic character and beauty of the countryside should be recognised, with the planning system contributing to and enhancing the natural and local environment. It does not seek to protect all countryside from development; rather it concentrates on the protection of 'valued' and 'distinctive' landscapes and seeks to encourage development on previously developed land. Core Strategy Policy 21 does not have the objective of preventing development in principle. Instead it seeks to ensure that any development that does take

place is compatible with its surroundings, further stating that it should contribute positively to its conservation or restoration or the creation of appropriate new features.

The supporting text for Policy EN4 makes it clear that Policy EN1 also applies to sites within the Area of Separation. Policy EN1 aims to protect designated open countryside from development that would harm its open and rural character. With the exception of rural exception housing (Local Plan Policy HS4) and agricultural workers dwellings (Local Plan Policy HS5), Local Plan Policy EN1 advises that development in the open countryside will be limited to that for the purposes of agriculture, forestry or other sites appropriate to the rural area, the re-use or rehabilitation of existing buildings and infilling within groups of buildings.

The planning application is accompanied by the Landscape Visual Impact Assessment (LVIA). The LVIA identifies that the site, with regard to National Character Areas, is within the Bowland Fringe and Pendle Hill National Character Area (NCA 33) adjacent to the south east boundary with Lancashire Valleys National Character Area (NCA35). In terms of the Lancashire Character Assessment the site lies within the Landscape Character Type (LCT) 5: Undulating Lowland Farmland and Landscape Character Area (LCA) 5h: Goosnargh-Whittingham.

The LVIA identifies that the proposed development would be likely to affect the appearance of the site, existing trees and hedges, the setting of Millennium woodland, the setting of Grimsargh St. Michael's Church (a grade II listed building) and the setting of Grimsargh. It also identifies that views of the site would change for the occupiers of residential properties surrounding the site (including Grimsargh Rest Home), users of Grimsargh St. Michael's Church of England Primary School, users of the Grimsargh recreation ground and cricket ground, users of Grimsargh St. Michael's Church, all users of Preston Road and the public footpath. A schedule of eight viewpoints was agreed with the Council's Landscape Architect to predict the likely visual impact at completion of the development and 15 years post construction. The LVIA states that with the exception of the users of Grimsargh St. Michael's Church of England Primary School all visual receptors would be likely to experience a high sensitivity to a change in views (this is because the land will change from being undeveloped to developed).

In terms of predicted effects on the Landscape Character Area (LCA), the LCA is approximately 6750ha in area and the proposed development would amount to approximately 3ha. During construction the indirect effects on the LCA would be up to medium magnitude and moderate adverse (due to the movement of construction vehicles and noise). On completion the proposal would bring built development further into the LCA but the proposed landscaping buffer would counter the effect so that the indirect effects would be of medium magnitude to medium to low adverse. After 15 years, as the proposed landscape buffer matures the indirect effects would reduce and the new landscape features would be visible. Indirect effects on the LCA would be of medium to low magnitude and moderate, slight beneficial. At all stages the effects would be concentrated within 0.5km of the site and would reduce with increasing distance from the development.

With regards to the predicted likely visual effects upon the eight viewpoints assessed, views of the development from the public footpath and the residential properties surrounding the site (including Grimsargh Rest Home) would be substantial adverse (as stated above this is because the land would change from being undeveloped to developed), reducing to moderate, beneficial in 15 years. Views from Grimsargh St. Michael's Church of England Primary School and St. Michael's Church would be slight-

moderate, adverse but would improve to slight, beneficial from the school after 15 years. From other viewpoints assessed the experience would be minor or no change.

The findings and conclusions of the LVIA are expected given the site would change in appearance from an undeveloped greenfield site to a form of built development. The land between the east boundary of the site and Preston Road is allocated for development therefore the principle of developing this area of Grimsargh has been accepted in principle through the Local Plan process, albeit the application site extends further into the open countryside. The proposed development would take up a tiny proportion of the wider LCA. For these reasons it is considered that the proposed development would not have a significant or unacceptable adverse effect upon the landscape character or the open character of the open countryside. The proposed development does not conflict with the aims of the above policies.

#### Impact upon the setting of the Grimsargh St. Michael's Church

Policy 16 of the Core Strategy sets out how heritage assets will be protected and enhanced by safeguarding them from inappropriate development that would cause harm to their significance. Local Plan Policy EN8 sets out a number of criteria where proposals affecting a heritage asset or its setting will be permitted.

The south east corner of the application site adjoins the north west corner of the Grimsargh St. Michael's Church curtilage. The proposed development would not affect views of Grimsargh St. Michael's Church from Preston Road when approaching from the north or south. Views of the church from the public footpath would be interrupted but with careful design of the layout at reserved matters stage it can be ensured that the significance of the church can still be appreciated from these views. Recent guidance has been produced by Historic England relating to the setting of heritage assets (published 22 December 2017), which can assist both the local planning authority and the applicant in understanding the setting of the church and ensuring the significance of that setting is not adversely affected. The proposed development at this outline stage would comply with the above policies.

#### Traffic, highway safety and parking

Policy 3 of the Adopted Core Strategy and Policies ST1 and ST2 of the Adopted Preston Local Plan 2012-26 require proposals to show that proposed development would not prejudice road safety or the efficient and convenient movement of all highway users, to facilitate access on foot or cycle and to ensure adequate parking. The Framework states that plans and decisions should take account of whether safe and suitable access to the site can be achieved and states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

A Transport Assessment and Travel Plan has been submitted to accompany the planning application. Since the application was submitted further information has been submitted by the applicant to address concerns raised by County Highways relating to the traffic impacts of the proposed development, the geometry of the proposed access, the bus stop relocation, the proposed pedestrian crossing and diversion of the public right of way.

County Highways states that the trip rates used in the TA Addendum are not agreed but due to the scale of this development, using revised trip rates from LCC, the proposal would have little or no effect on the local highway network. County Highways considers that the proposed access is now satisfactory and proposals for a new bus stop north of the proposed access are acceptable. Lastly County Highways considers that proposals for a new zebra crossing could be agreed by condition and that the diversion of the public right

of way that crosses the site should be agreed as part of a detailed planning application with further consultation with the Highway Authority. Local residents have raised concerns relating to parking. Full details of parking are not shown as layout has not been applied for in this outline planning application. The level of parking proposed would be considered at the reserved matters stage and assessed against the Council's parking standards set out in the Local Plan to ensure that a sufficient level of parking is provided to prevent a severe impact upon traffic and highway safety. The proposed development complies with the above policies.

#### Flood risk and drainage

Policy 29 of the Adopted Core Strategy seeks to improve water quality, water management and reduce the risk of flooding.

A Flood Risk Assessment (FRA) has been submitted to accompany the planning application. The FRA confirms that the site is within flood zone 1, above any local 1 in 1000 year risk levels. The roofs of the proposed buildings and hard surfaces would generate more surface water runoff and this would be collected and stored on site (either underground storage or a new rise and fall wetland pond) to enable the peak outflow rate to be limited to accord with DEFRA guidance for new surface water flows from developments. This would improve the current situation of the existing field generating unlimited runoff flows to the local surface water systems in storms and would reduce and lessen runoff flows and downstream flood risk. The surface water would flow from the site into the storage tank or pond and then into the ditches at the western boundary. The Lead Local Flood Authority (LLFA) raises no objection to the management of surface water subject to conditions requiring a surface water drainage scheme to be approved prior to commencement of development, a sustainable drainage scheme to be completed prior to first occupation of the development and a maintenance and management plan for it. Foul water would be pumped to the existing public foul sewer network. United Utilities raise no objection subject to conditions requiring foul and surface water to be drained on separate systems and the same conditions as the LLFA. On this basis the proposed development complies with the above policies.

#### Ecology and trees

Adopted Core Strategy Policy 17 states that the provision of landscaping and open space should form an integral part of new development proposals, including enhancing the public realm. Adopted Core Strategy Policy 22, and Adopted Preston Local Plan 2012-26 Policies EN10 and EN11 aim to preserve, protect and seek opportunities to protect, enhance and manage the biological and geological assets of the area, including protected species.

An Ecological Appraisal accompanies the planning application. The results of the appraisal reveal that there are no records of protected or notable species for the site, but there are records of protected or notable species within 2km of the site. The nearest non-statutory designated ecological site within 2km is Grimsargh Reservoirs Biological Heritage Site (approximately 700m to the east). The nearest statutory designated site is Red Scar and Tun Brook Woods Site of Special Scientific Interest (SSSI) (approximately 700m to the east). The appraisal advises that the application site was visited by ecologists in May, July and August 2016. The plant species recorded at the site are all common in the local area and are considered to be of low ecological value. The appraisal states that the new development would offer habitat of equal or greater ecological value. None of the hedgerows around the perimeter of the site are considered important under the Hedgerow



Regulations (1997). Low numbers of common bat species were recorded foraging over the site and no bats were recorded roosting on or near the site. The appraisal states that some roosting provision would be incorporated into the proposed development. It also states that as birds are likely to utilise hedgerows on site for nesting any vegetation clearance should be undertaken outside the nesting season of March to September.

In response to comments received from GMEU the applicant's ecologist confirms that as far back as 2007 the two ponds within the site that have historic records for great crested newts are considered to be dry. These ponds/depressions are damp and may contain shallow water over winter, but not during the amphibian breeding season. The applicant's ecologist reports that this enables confidence in an assessment that neither of these areas has held water sufficient to support breeding amphibians for a minimum of 10 years. The applicant's ecologist also explains the water sampling in greater detail, confirming that samples of water were taken in line with National England protocols. GEMU has confirmed that it is satisfied with the response from the applicant's ecologist in this regard. The proposed development complies with the above policies.

An Arboricultural Impact Assessment accompanies the planning application. The survey found twelve individual trees, two groups of trees and fourteen hedges within and on the boundary of the application site. Hedges within the site would need to be removed to enable construction of the development and a hedge adjacent to Preston Road would need to be removed to enable the construction of the vehicular access. No trees are proposed to be removed but the applicant states that certain trees require branch tip reduction prior to commencement of development and an Ash tree requires the removal of loose deadwood. Tree protective fencing would be erected around the trees prior to the commencement of development and this would be secured by condition. The Council's Landscape Architect suggests that the structure planting to the western edge could be increased in extent and that the southern edge be reinforced. He also suggests that where possible native hedgerow should be planted to compensate for the loss of hedgerow (especially H9) and that standard tree planting should also be added to the scheme. Landscaping details are reserved from this application but these comments can be taken into account in the preparation of any future reserved matters application. The proposed development complies with the above policy.

#### Ground conditions

Adopted Policy 17 of the Core Strategy states that proposals should ensure that contaminated land, land stability and other risks are considered and addressed through appropriate remediation and mitigation measures. Policy EN7 of the Adopted Preston Local Plan 2012-26 states that new development should demonstrate that any existing contamination of the land will be addressed by appropriate mitigation measures to ensure the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area, and the proposed development will not cause the land to become contaminated.

The Framework states that where a site is affected by contamination, responsibility for securing a safe development rests with the developer/ landowner. The National Planning Policy Guidance (NPPG) also states that local authorities should use conditions to secure the adequate remediation of contaminated land. Adequate information should be submitted by the applicant to show that the site is suitable for its new use.

A Phase 1 Geo-Environmental Desk Study Report has been submitted to accompany the planning application. The report states that the site has been used for agricultural purposes throughout its entire history and the likelihood of widespread soil contamination would be likely to be very low due to the previous agricultural use and no evidence of previous major development. The site is considered to be at low risk of requiring remedial action but this cannot be confirmed until a full intrusive investigation is carried out. This is recommended by the Council's Environmental Health Officer and can be secured by condition.

#### Mineral resource assessment

Paragraph 144 of the Framework states that local planning authorities should not normally permit other development proposals in mineral safeguarding areas where they might constrain potential future use for these purposes. Policy M2 of the Joint Lancashire Minerals and Waste Site Allocation and Development Management Policies Local Plan provides criteria against which to judge the appropriateness of a development within a mineral safeguarding area.

The application is accompanied by a Mineral Resource Assessment as the site lies in a Mineral Safeguarding Area. The assessment confirms that the site has been used for agricultural purposes throughout its entire history and the only buildings present on site have been associated with School House Farm up to the 1970s. Based on the desktop assessment only a small portion of the proposed development lies within a mineral safeguarding area and the proposals do not extend to the area underlain by the potential resource. The assessment concludes that the mineral present has a low economic value and existing environmental and engineering limitations reduce the economic viability of the sand and gravel deposits within this area to negligible proportions.

The guidance note on Policy M2 (December 2014) states that the aims of the policy are to establish whether the proposed development would prevent the future extraction of a mineral resource. If it does, the guidance asks could the full extent of the resource be extracted satisfactorily prior to the development or is there an overarching need for the development that outweighs the need to avoid sterilisation. No comments have been received from the County Minerals and Waste Planning team to date. Any comments received will be reported in late changes.

#### Design and layout

Policy 17 of the Adopted Core Strategy states the design of new buildings will be expected to take account of the character and appearance of the local area in terms of siting, layout, massing, scale, design, materials, building to plot ratio, and landscaping.

Policy EN9 of the Adopted Preston Local Plan states that all new development proposals should be designed with regard to the principles set out and explained in the Central Lancashire Design Guide SPD, which are movement, legibility; mix of uses and tenures; adaptability, and resilience; resources and efficiency; architecture and townscape. The policy states applications will be approved where they accord with the Design SPD, Core Strategy and national policy; make a positive contribution to the character and local distinctiveness of the area; and are accompanied by a satisfactory Design and Access Statement that fully explains and justifies the design approach for the scheme.

Central Lancashire Supplementary Planning Document 5: Design Guide stresses the importance of good design, and seeks to ensure that new development is to a high standard, and sets out the design principles and aspects of good design, including amount, layout, scale, landscaping, appearance and access. There is a focus on a clear and robust design concept that is based on a response to the site and its context.

The National Planning Policy Framework and the NPPG state that good design is a key aspect of sustainable development and that new development should contribute positively to making places better for people. The Framework sets out the importance of securing a high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

A draft masterplan/indicative layout has been provided with the application which shows how the site could be laid out and this is explained in detail in section 3.2 above. The indicative layout demonstrates that the site could accommodate the development proposed whilst taking account of the easements that cross the site and retaining existing ponds and boundary hedges. The indicative layout also shows that a landscape buffer between the proposed development and the west side of the site. The site between the application site and Preston Road is allocated for new community facilities, therefore the principle of none residential development adjacent to Preston Road is acceptable. The indicative layout demonstrates that the proposed development, a mix of residential and none residential buildings, would be acceptable in context and would not be harmful to the character of the area. No elevations of the proposed buildings have been submitted with the application, but it is likely that a suitable design could be achieved. The proposed development, at this outline stage, complies with the above policies.

#### Energy efficiency

Paragraph 96 of the Framework states that in determining planning applications, Local Planning Authorities should expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable, and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

The NPPG states that planning has an important role in the delivery of new renewable and low carbon energy infrastructure in locations where the local environmental impact is acceptable.

The application is accompanied by a Sustainability Statement which refers to the sustainability objectives of the construction firm likely to construct the development. The statement asserts that construction would be carried out in ways which ensure that carbon emissions are minimised as far as reasonably practicable. No detailed information is provided pertaining to sustainability as the application does not provide details of the design, scale and appearance of proposed dwellings, apartments and care home. Should the application be approved it is recommended that a condition be attached to ensure the development achieves the energy efficiency standards required by Policy 27. Subject to this condition the proposed would comply with the above policies.

### Safety and Security

Policy 26 of the Core Strategy states that reduced levels of crime and improved community safety can be planned for by working with the police, community safety partnerships, and other agencies to co-ordinate analysis and action, and be encouraging the inclusion of Secured By Design principles in new developments. Paragraph 58 of the Framework states that planning policies and decisions should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

The application is accompanied by a Crime Impact Assessment. The assessment states that crime levels in the locality are generally very low with anti-social behaviour being the most prevalent followed by incidents of burglary. The assessment briefly sets out how safety and security would be considered during the construction phase, in the design and layout of the site and in the maintenance and management of the communal areas. The assessment concludes by stating that Secured by Design principles would be given full consideration. No comments have been received from the Designing Out Crime Officer. Any comments received will be reported in late changes. The application at this stage complies with the above.

### Impact Upon Residential Amenity

Adopted Core Strategy Policy 17 states that the design of new buildings will be expected to take account of the character and appearance of the local area, being sympathetic to surrounding land uses and occupiers and avoiding demonstrable harm to the amenities of the local area. Paragraph 17 of the Framework states that one of the core principles of the planning system is to seek a good standard of amenity for all existing and future occupants of land and buildings.

The draft masterplan/indicative layout provided with the application shows 4no. bungalows could be located close to the existing dwellings beyond the east boundary of the site fronting Preston Road. The indicative layout shows a landscape buffer would be provided along the east boundary and this would contribute to protecting the amenities of the occupiers of the existing dwellings and the proposed dwellings. It is not possible to further assess the impact upon the amenity of the occupiers of the existing dwellings as layout, scale and appearance have not been applied for in this outline planning application. The impact upon neighbour amenity would be considered at the reserved matters stage and assessed against the relevant policies to ensure that the amenity of existing residents would not be unacceptably or detrimentally affected. It is anticipated that any potential adverse impact can be mitigated with careful design. The proposed development complies with the above policies at this outline stage.

### Waste management

National Planning Policy for Waste (NPPW) advises that all good design and layout in new development can help to secure opportunities for sustainable waste management. Local Planning Authorities should ensure that new development makes sufficient provision for waste management and promote designs and layouts that secure the integration of waste management facilities without adverse effects on the street scene.

The application is accompanied by a Waste Management Statement which refers to the waste management principles of the construction firm likely to construct the development. No detailed information is provided pertaining to waste management for the operation of the care home, apartments and dwellings. It is likely that the waste generated by the occupiers and staff of the care home would be managed by staff but waste generated by the occupiers of the apartments and dwellings would be managed by the occupiers themselves. The County Highways engineer is satisfied that the proposed vehicle access would be large enough to accommodate the movements of a refuse vehicle. The detailed layout of the site is reserved from the application but a condition is recommended requiring the details of refuse and recycling storage and collection to be submitted at reserved matters stage. The proposed development complies with the above policy.

### **3.7 Value Added to the Development**

Negotiations with the application have resulted in the submission of the draft Section 106 obligations which seeks to secure the provision of affordable housing through the reserved matters process.

### **3.8 Conclusions**

In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, decisions are made in accordance with the Development Plan, unless material considerations indicate otherwise. Representations both supporting and objecting to the proposed development have been received. All representations received have been carefully considered and taken into account. The principle of the proposed development in the location proposed does not accord with the development plan. However there are material considerations that indicate that the proposal should be determined other than in accordance with the development plan. Firstly the provision of both market and social housing are both social and economic benefits of the proposal and these benefits are not diminished owing to the Council having a five year supply of housing land. Furthermore there is a demonstrated need for the proposed accommodation and different types of tenure would be offered advancing further social benefits. Although the proposed development would result in the loss of open countryside, it would not have a significant or unacceptable adverse effect upon the landscape character or the open character of the open countryside. Moreover the proposed development would result in no increased risk of a merger of the Preston urban area and Grimsargh and there would be no significant harm to the local distinctiveness of Grimsargh as a separate village. Lastly the proposed development would have no unacceptable impact in terms of traffic and highway safety, flood risk, ecology, ground conditions, mineral resources, safety and security and the amenity of existing local residents. The proposed buildings would be energy efficient, well designed and would not detract from the setting of Grimsargh St. Michael's Church. It is considered that the proposed development would bring social, economic and environmental benefits that outweigh the conflict with the development plan and the environmental harm associated with the loss of open countryside. Overall the material considerations indicate that the proposed development represents sustainable development and should be approved.

### 3.9 **Recommendation**

Subject to a S106 obligation being secured providing for affordable housing, planning permission be granted subject to conditions addressing those matters listed in paragraph 2.1.