

Application Recommended for Delegation

Trinity Ward

APP/2011/0284

Full Planning application for 43 dwellings on land west of Hargher Street, and Outline planning application for residential development of land east of Hargher Street.

LAND BOUNDED BY ACCRINGTON ROAD/SMIRTHWAITE STREET/HOWARD STREET/PERTH STREET BURNLEY

Background:

1. The application relates to a further phase of the housing regeneration of South West Burnley.
2. Initially the application was for full permission for 111 dwellings. The applicant is seeking to make an early start on site and the recently submitted application has now been amended to make it part full for phase 1 (43 dwellings on the land west of Hargher Street) and part outline for the remainder of the site.
3. The application is brought to the Committee at this early stage seeking approval in principle to this form of development of the site.
4. The development is guided by the adopted Development Brief (Feb 2010) and Design Guidance (May 2006) for South west Burnley that together set the scope for development of the area.
5. There is on-going discussion about issues relating to design, public open space provision and drainage matters. These would need to be resolved by amendment, condition or agreement before permission can be granted. The approval delegation is sought on that basis.

Summary of Reason for Recommendation:

The development is generally in accordance with the Development Plan, in particular the policies listed below, and there are no other material considerations to indicate that planning permission should not be granted:

Relevant Policies:

Burnley Local Plan Second Review

E21 - Gateways and throughroutes

E22 - Public Art

E6 - Trees, hedgerows and woodlands

E8 - Development and flood risk

GP1 - Development within the Urban Boundary

GP3 - Design and Quality

GP5 - Access for All

GP6 - Landscaping and Incidental Open Space

GP8 - Energy Conservation and Efficiency

GP9 - Security and Planning Out Crime

H1 - Land for new housing development

H2 - The sequential release of further housing land for development
H3 - Quality and design in new housing development
H4 - Providing a choice of housing in new development
H5 - Local housing needs
H6 - Housing density
H7 - Open space in new housing development
H9 - Regenerating urban areas and neighbourhoods

TM15 - Car parking standards
TM2 - Transport Assessments (TAs)
TM7 – Cycling Network

Supplementary Planning Documents

South West Burnley Development Brief
Design Guidance for South West Burnley

National Planning Policy

Planning Policy Statement 3 (PPS3) - Housing
Planning Policy Statement 25 (PPS25) – Development and Flood Risk

Site History:

2007/0841: Proposed construction of 28 houses and associated external works –
Granted

Consultation Responses:

Highway Authority – The application, including the Transport Assessment, is currently being considered by the Highway Authority. Preliminary comments have been given indicating the need for traffic calming, shared surface or ‘home zone’ treatment for some of the streets, and enhancement of provision for cycling by provision of a cycle crossing of Accrington Road, and a cycleway link to the cycleway network at Barracks Roundabout cycle underpass.

Environment Agency – Objection about discharge rates shown in FRA and relationship of culverted watercourse (Sep Clough) to the development. [This matter is currently under negotiation with the applicant and the relevant agencies]

United Utilities – General comments about the proposal relating to existing and proposed foul and surface water drainage, and water supply for the information of the applicant.

Planning and Environmental Considerations:

Overall, the site comprises 2.87 hectares of land fronting the south side of Accrington Road and otherwise generally bounded by Cog Lane, Howard Street and Perth Street. The phase 1 site is around 1.2 hectares.

It is an area formerly composed of a tight-knit grid-iron pattern of mainly 2 storey residential terraces. Much of the area is now cleared with the sites being laid informally to grass, as interim landscape treatment. The remaining terraces are currently closed or under demolition.

Around the periphery of the site are pre -1919 terrace housing, together with a factory building (Hargher Clough Mill, Howard Street) and a Day Nursery (Tay Street).

The site generally has a gentle slope northwards towards Accrington Road. The part of the site adjacent the roundabout junction of Cog Lane and Accrington Road is significantly elevated (around 3m) above Accrington Road.



Adjacent terraces



Tay Street Nursery



Hargher Clough Mill



View from Cog Lane/Accrington Road Junction (merged image)

Planning permission was granted in 2007 for the erection of 28 houses on the north west part of the site (part of the now phase 1 site) but that scheme did not proceed.

Proposed development

The application proposes the erection of 43 dwellings in a mix of detached and semi-detached houses, with some short terraces. Generally the housing would be 2-storey, with a small number of 3-storey houses placed to give variety to the street scene.

The layout would utilise the existing street pattern, with some streets, and most back streets, closed. The site layout is copied below for ease of description.



Proposed layout

Full application site

Indicative layout for outline application site

Policies and assessment

A wide range of policies apply to this urban redevelopment scheme.

The principle is established by **H9** that identifies the area for regeneration of housing, including the redevelopment now proposed. The site is previously developed land inside the Urban Boundary as required by **GP1**.

As a supplement to the adopted Local Plan, the adopted South West Burnley Development Brief (SWBDB) establishes the broad development principles for the area.

Housing choice, needs and density

The requirement to provide a choice of housing to meet local needs is set by **H4** and **H5**.

The range of house types, including 10% provision of affordable housing, would accord with the policies: well calculated to meet the needs of this part of South West Burnley.

The proposed density of around 35 dwellings/hectare on the phase 1 site would be towards the middle of the normal range (30 – 50 dwellings/ha) expected by **H6**. Overall, the density is indicated at around 38 dwellings/ha.

Design, appearance and sense of place

Policy **H3** seeks to ensure quality and good design especially in terms of visual and residential amenity, safety and creation of a sense of place.

SWBDB sets the following parameters and key principles for good design in the area:

- Strong continuous frontage to Accrington Road and Cog Lane
- Emphasis on corner properties at the Accrington Road/Cog Lane junction.
- Two storey development envisaged, with higher buildings at corners or prominent positions.
- Respect for the existing grid-iron pattern which is pedestrian permeable.
- Pedestrian permeability should be retained and enhanced, including Hargher Street which is an existing through route.
- Visual amenity and the streetscene should be enhanced by tree planting, landscaping and footway/road improvement.
- Streets should be designed as attractive, safe, pedestrian friendly places that encourage social interaction.

Examples of the house types are copied below:



They have a simple, honest form that would blend well with the traditional form of houses forming Burnley's distinct character.

The specification of materials would be under the terms of a planning condition requiring submission of samples of wall stone and roof tiles. The choice should match the local sandstone and Welsh slate traditionally used in house construction.

The site layout on phase 1 is constrained by the position of main sewers, the diversion of which is usually regarded as prohibitively expensive. The layout, therefore, provides for the houses to front Accrington Road in a continuous frontage, but set back behind the sewer line on the Cog Lane frontage. There is on-going discussion about treatment of the main road frontages to ensure that the scheme is in accordance with

E21 that identifies Accrington Road as a Throughroute and Gateway to Burnley alongside which development should be of good quality design, enhancing the surroundings.

The scheme respects the existing street pattern, which benefits the accessibility and general permeability of the area and helps beneficially retains traditionally close-knit urban form.

The treatment of the streets needs to be further addressed to ensure that, by appropriate choice of materials in terms of colour and texture, and configurations such as shared spaces and junction tables, priority is given to pedestrians. This chimes with the preliminary highway comments (below) need for highway treatment. These matters should be addressed as part of the on-going discussion under the recommended condition requiring further details. This should include details of incidental landscape treatment along street frontages.

Transport and Accessibility

The necessary Transport Assessment and draft Travel Plan required for this amount of development under policies **TM2** and **TM3** are currently being evaluated by the Highway Authority.

All the dwellings would have front street access from the retained street. This would include cycle and pedestrian access. A new pedestrian link to Cog Lane would be provided at the head of Cog Street. This would improve access to the nearby supermarket.

Preliminary comments on the proposal indicate that the treatment of the highways should include provision for traffic calming, possibly involving shared surfaces, junction tables or 'home zone' treatment. This is the subject of on-going discussion with the applicant and Highway Authority, and could be resolved by imposition of a condition requiring full details of the necessary treatment.

The layout showing provision of mainly in-curtilage car parking at a ratio of around 1.75 spaces per dwelling, which would be in accordance with the car parking standards set by **TM15**. Due account is taken of the moderately high accessibility of the site on the basis of the Accrington Road bus routes, and accessibility by cycle.

Accessibility by cycle ought to be improved, to meet the requirements of **TM7**, by provision (off-site) of a cycle crossing of Accrington Road, and cycleway (possibly by marking/adaptation of the main Accrington Road carriageway) to link the site to the cycling network at Barracks roundabout cycle underpass. A condition is recommended in that respect.

Flood Risk

PPS25 requires that a flood risk assessment is carried out to demonstrate how risks from all sources of flooding to the site and flood risks to others from the development will be managed. The assessment should take climate change into account

Policy **E8** requires that development should not increase the risk of flooding by discharge of additional surface water or harming flood defences

The objections of the Environment Agency in respect of surface water discharge rates and the Sep Clough culvert need to be resolved before permission is granted for the scheme, and the delegation is sought on that basis.

The discharge rate issue arises from the details of the Flood Risk Assessment and would have possible implications for downstream flood risk. In this instance it appears more a matter requiring clarification of the data rather than infrastructural work on site.

Public open space

Under Policy **H7** Public Open space(POS) is required for all new housing development. Whilst, for this amount of housing, POS should normally be provided on-site, in the present scheme it would be impractical due to the emphasis of providing a sustainably close knit urban form adjacent a main transport corridor. It may be, therefore, that off-site provision would be made. This would possibly involve payment of a commuted sum under the terms of a s106 agreement. Again, there are on-going discussions to address this matter.

Public art

A condition is recommended to require submission of details of public art required by **E22**.

Other matters

There is likely to be some impact on residential amenity as a result of noise from adjacent main roads and from the existing Hargher Clough factory adjacent to proposed mews houses on Howard Street. A condition requiring noise assessment and any necessary mitigation should be imposed in a grant of planning permission.

Refuse/recycling bin storage is shown to be provided at the rear of dwellings, accessed from the front street.

The main trees along the frontage of the site with Accrington Road/Cog Lane would be retained, and a condition should be imposed requiring safeguarding measures during construction.

Security is provided for mainly by natural surveillance with off street boundary treatments comprising a mix of high fencing, where necessary, but otherwise, a blend of open railings and deterrant planting.

Sustainability of is intended at the Sustainable Homes Code Level 3.

Conclusion

This is a well conceived proposal closely reflecting the Borough's aspirations (set in adopted policies) for regeneration of this part of South West Burnley. Any outstanding matters relating to the development plan and arising from material considerations and consultations can be resolved where necessary by amendments to the scheme, by imposition of conditions or by other agreement. The recommendation is made on that basis.

Recommendation: That the Head of Planning and Environment be delegated to grant planning permission for the development subject to conditions relating to the

time within which the development shall begin, submission of reserved matters, any matters arising from assessment against the development plan, and any other material consideration arising from consultations or otherwise.

AR

18.7.2011