



Planning Statement

Proposal: Demolition of an existing dwelling (No.97) and
the construction of 34 dwellings with associated access

Site: Land to the rear of 97 Alderley Road, Leigh, WN7 3DW

for Prime Developments (Alderley) Limited

Emery Planning project number: 21-615



Project : 21-615

Site address : Land to the rear of 97
Alderley Road, Leigh,
Lancashire, WN7 3DW

Client : Prime Developments
(Alderley) Limited

Date : 30 May 2022

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Approved by : Stephen Harris

Important notes:

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Appendices:

EP1. Pre-app response

1. Introduction

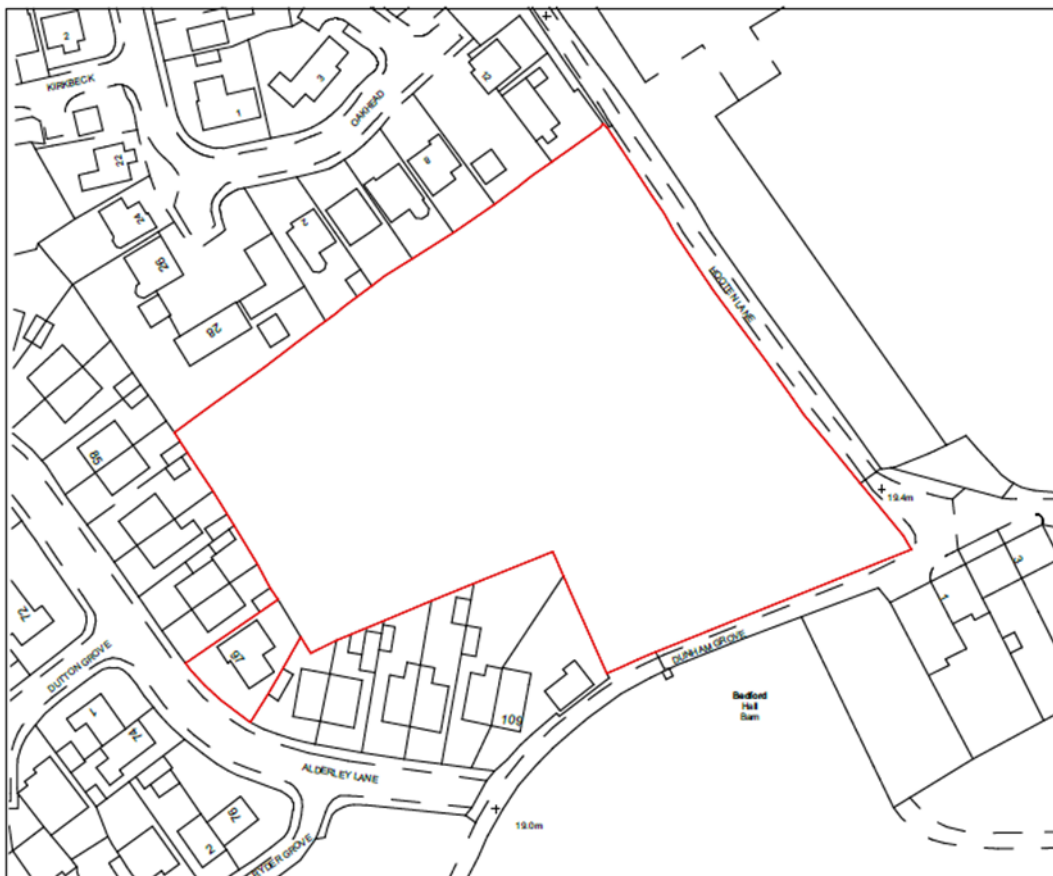
- 1.1 This planning statement has been prepared in support of an application seeking full planning permission for the demolition of an existing dwelling (No.97 Alderley Lane) and the construction of 34 dwellings with associated access.
- 1.2 The application site forms part of a wider safeguarded land allocation (Hooten Gardens, Leigh) as identified in the adopted local plan. The site is located on the southeast edge of Leigh within the east-west core of the borough. The site is well contained by housing and existing roads.
- 1.3 The proposal would assist in boosting the supply of market housing in the borough and in particular assist in meeting the housing targets in the east-west core. Furthermore, it would not undermine the development of the remaining safeguarded land in the future.
- 1.4 The proposed development has been the subject of positive pre-application discussions with the council. A copy of the council's response is attached at Appendix EP1.
- 1.5 The principle of residential development on the site would accord with saved UDP Policy GB2, Core Strategy Policies SP1, CP6 and CP8. There would be no harm to the character and appearance of the area, the amenity of neighbouring properties or highway safety.
- 1.6 Therefore, in accordance with Policy SD1 of the Wigan Core Strategy and paragraph 11 of the Framework planning permission should be approved. There are no other material considerations to indicate otherwise.

2. Context

Site location and description

- 2.1 The existing site comprises a detached dwelling (No.97) fronting onto Alderley Lane with agricultural land to the rear.
- 2.2 The land to the rear of the site borders the rear of properties fronting onto Alderley Lane to the west and properties fronting onto Oakhead to the north. The land is also bordered by Hooten Lane to the east and Dunham Grove to the south.
- 2.3 The existing house and its residential curtilage are approximately 332 m² (0.0332 ha) in size with land to the rear approximately 10,158 m² (1.0158 ha) in size. The total red edge is therefore 10,490 m² (1.0490 ha) in size.

Location plan:



Locational sustainability

- 2.4 The site is located approximately 1.9km from Leigh town centre which provides a wide variety of shops (including supermarkets), restaurants, cinema and services.
- 2.5 The Bedford Hall Methodist Primary School and Bedford Methodist Church are within a 600-metre walk of the application site. The closest bus stops are on Warrington Road, approximately 600 metres from the site offering regular services between Leigh and Warrington town centres (No. 19 and 28).
- 2.6 The site is within walking and cycling distance of local shops and services within Leigh town centre and is a sustainable location for new residential development.

- 2.7 The transport statement submitted with the application concludes:

"The sustainability of the site has been assessed in terms of its accessibility by walking, cycling and public transport modes of transport. Accessibility by these modes has been found to be high, with very good pedestrian and cycle friendly infrastructure and public transport provision in the area. Overall, the site is considered to be accessible by sustainable travel modes".

- 2.8 It is noted that in considering the pre-application enquiry, the pre-application response stated:

"The site is located close to Leigh Town Centre where principal shopping and employment areas and good general and public transport links, including the guided busway and a bus station are located."

- 2.9 A copy of the pre-application response is attached at Appendix EP1.

- 2.10 A further significant material consideration in assessing this proposal is the Council's position when assessing a now approved development for 57 dwellings at Bettison Avenue in July 2020 (ref: A/19/86658/MAJOR). The committee report stated:

"In respect of the above the site is located on the periphery of, a residential area and whilst not a previously developed site, it is within a sustainable location close to existing strategic highways infrastructure, public transport links on Warrington Road and local employment, including Leigh Business and Commerce Park to the west of the application site. It is also

the case that there are no known insuperable physical or environmental constraints on the development of the land. In addition, the site is situated in some relatively close proximity to Leigh Town Centre, found some 2km to the northwest, which provides local shop and services and wider public transport connections. There is no evidence that there is insufficient capacity within the local infrastructure to accommodate the scale of development proposed in this application, nor have any objections been received from relevant statutory consultees. The proposal is therefore considered to constitute sustainable development."

2.11 The above decision is referred to further in Section 6 of this statement.

Relevant planning history

2.12 There is no planning history at the site relevant to the consideration of the proposed development.

Pre-application consultation

2.13 As referred to above, the application proposal has been subject to pre-application discussions as follows:

- A pre-application enquiry was submitted on 26 March 2021;
- A meeting was subsequently held with the case officer on Teams on 11 May 2021;
- A written response was later received dated 9 September 2021.

2.14 The response will be referred to further in Section 5 of this statement. A copy of the response is attached at Appendix EP1.

3. The application

- 3.1 The proposal seeks full planning permission for the demolition of an existing dwelling (No.97) and the construction of a residential development of up to 34 dwellings on land to the rear with associated access via the curtilage of No.97.
- 3.2 The proposed layout includes a mixture of house types comprising 4 two-bedroom houses, 8 three-bedroom houses and 22 four-bedroom houses. All dwellings would include one or two parking spaces with electric vehicle charging points and a private garden with bin and cycle storage. Either an integral garage or detached garage would be provided for 11 of the four-bedroom properties.

Proposed block plan:

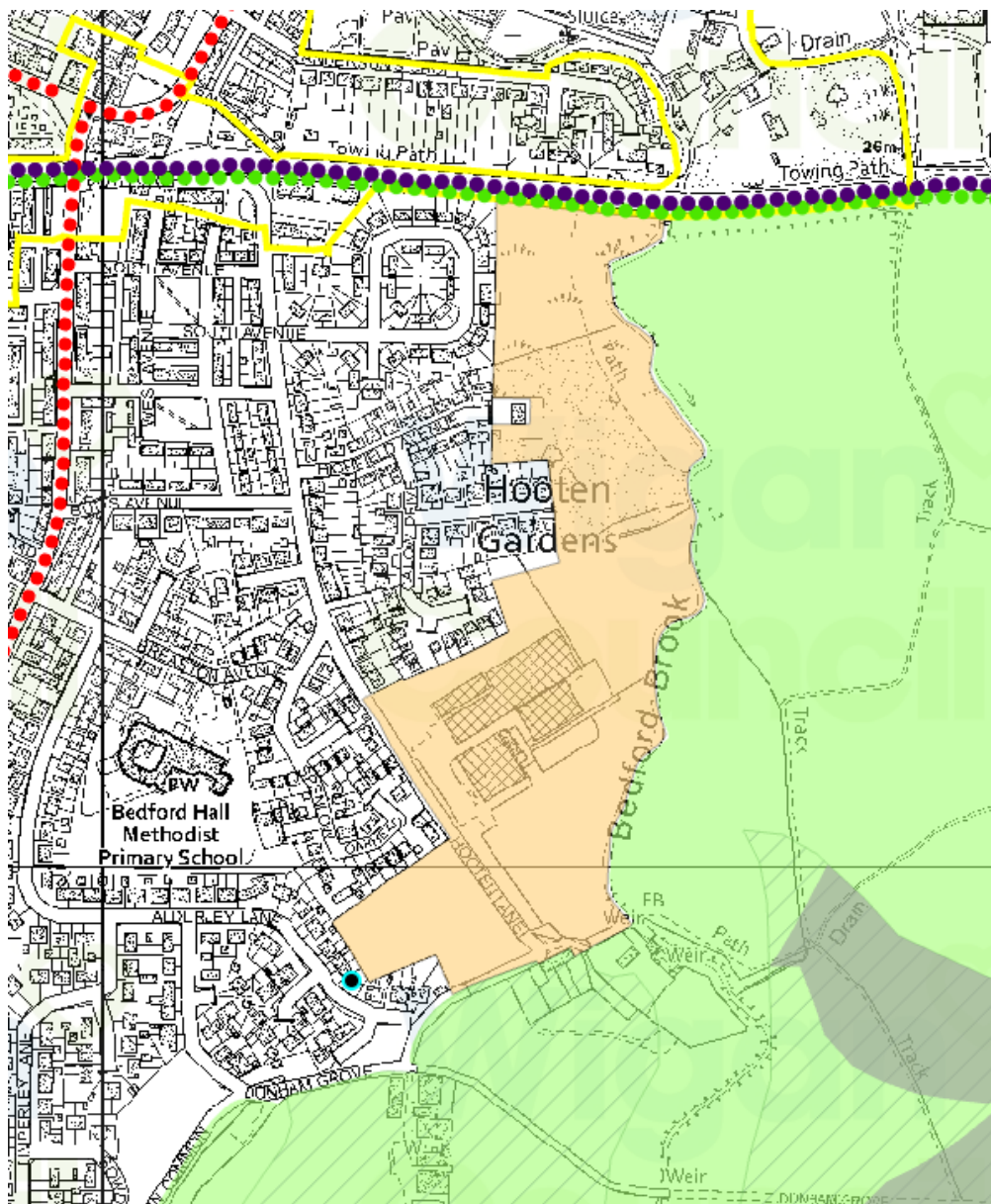


4. Policy context

Development plan context

- 4.1 The development plan comprises the Wigan Local Plan Core Strategy DPD and saved policies of the Wigan Unitary Development Plan. The land to the rear of No.97 Alderley Lane forms part of a wider safeguarded land allocation as identified in the local plan.

Local plan proposals map extract:



Wigan Local Plan Core Strategy DPD (adopted September 2013)

4.2 The following policies are relevant to the consideration of the application proposal:

- Policy SD1 – Presumption in favour of sustainable development
- Policy SP1 – Spatial Strategy for Wigan Borough
- Policy SP4 – Broad locations for new development
- Policy CP6 – Housing
- Policy CP7 – Accessibility
- Policy CP8 – Green Belt and safeguarded land
- Policy CP9 – Strategic landscape and green infrastructure
- Policy CP10 – Design
- Policy CP11 – Historic environment
- Policy CP12 – Wildlife Habitats and Species
- Policy CP16 – Flooding
- Policy CP17 – Environmental protection
- Policy CP18 – Developer contributions

4.3 The above policies will be referred to further in Section 5 of this statement.

Wigan Unitary Development Plan (adopted April 2006)

4.4 The following saved policies are relevant to the consideration of the application proposal:

- Policy GB2 – Safeguarded Land
- Policy R1E – Open space in new housing developments
- Policy A1S – Parking in new developments
- Appendix 9 – Parking standards

4.5 The above policies will be referred to further in Section 5 of this statement.

Other material considerations

Supplementary Planning Documents

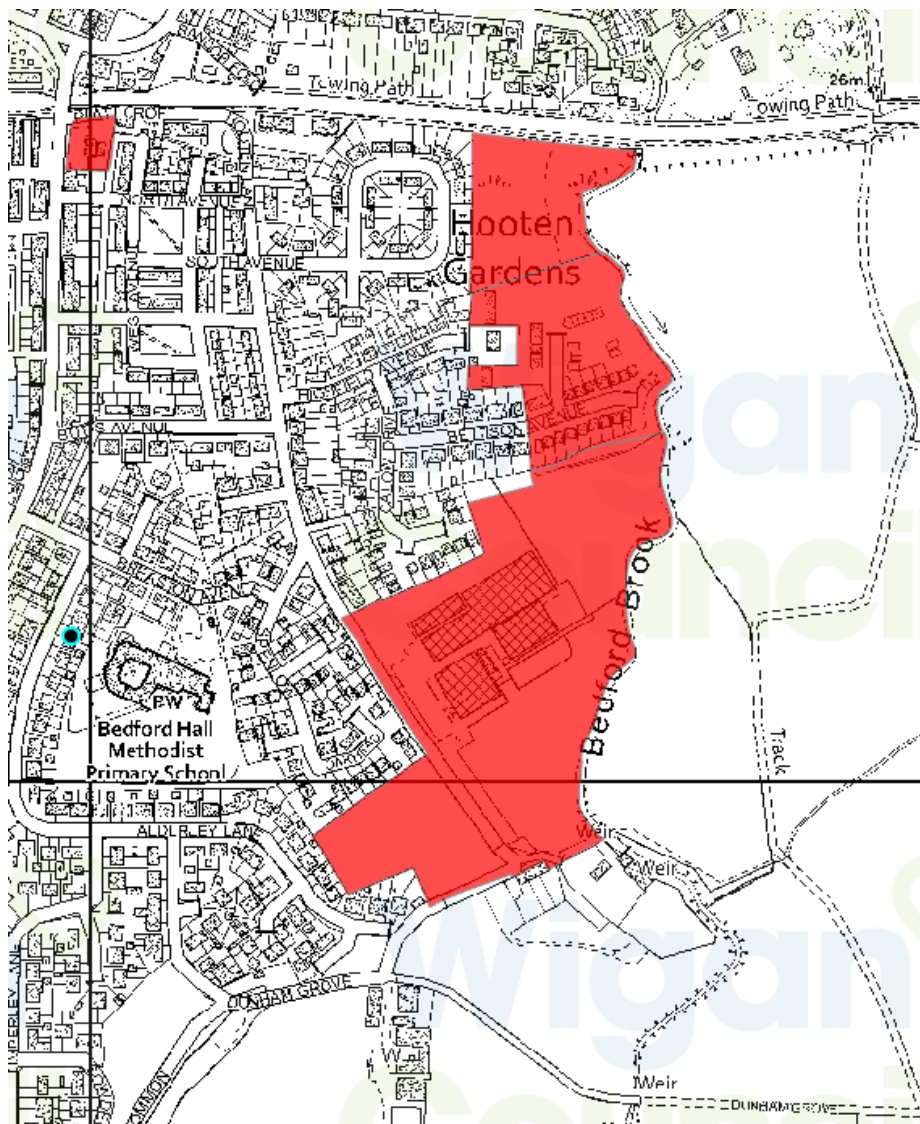
4.6 The following Supplementary Planning Documents (SPDs) are a material consideration.

- Design Guide for Residential Development SPD (July 2006)
- Affordable Housing SPD (October 2013)

- Open Space in New Housing SPD (October 2013)

Wigan Strategic Housing Land Availability Assessment 2021 (SHLAA)

- 4.7 The Strategic Housing Land Availability Assessment (SHLAA) states that it is a key component of its evidence base to support the delivery of sufficient land for new housing in order to meet the borough's need for more homes.
- 4.8 The site is identified in the SHLAA under reference SHLAA0021, known as Land at Hooten Gardens, Leigh. The site is a parcel of land in the southwest corner. Extract from the SHLAA map below.



- 4.9 The SHLAA identifies the wider site (ref: 0021) as being 7.19 ha in size and potentially delivering 125 units in 2026-31 and 67 units in 2031-2036. Under the comments on this site the SHLAA states:

"Development will require new or improved road access. Areas affected by Flood Zone 3 and River Byelaw removed from developable area. Persimmon Homes and Bellway Homes have land interests and have an intention to develop in the short to medium term. The capacity is based on estimates provided by housebuilders. Part of the site has come forward as a full planning application (A/19/86658) which is now SHLAA0021A. Capacity on this site reflects the residual land.

- 4.10 As set out in Section 6 of this statement, 57 units are being constructed and will be provided in the short term (2020 – 2025) pursuant to planning permission granted to the north on Bettison Avenue (ref: A/19/86658). This has been split from the above and given reference SHLAA0021A.

Wigan Annual Housing Monitoring Report 2020/2021 (December 2021)

- 4.11 This document is prepared to monitor progress with local plan preparation and the performance of policies within the adopted development plan. In terms of housing land supply, it states:

13.11 Figure 13.2 shows that the Council can demonstrate a 6.05-year deliverable supply for the period 2021/26 and has been able to demonstrate a five-year supply consistently since 2018. This has coincided with higher net completion rates, but it is also in part due to a reduced annual housing requirement, from 1,000 homes (as determined in the Core Strategy) to 872 homes in 2021/22, as determined by the standardised methodology for calculating local housing need.

- 4.12 This will be referred to further in Section 5 of this statement.

National Planning Policy Framework (2021)

- 4.13 At the heart of the Framework, there is a presumption in favour of sustainable development. Paragraph 8 states that achieving sustainable development has three overarching objectives: economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways.
- 4.14 Paragraph 11 refers to the presumption in favour of sustainable development and states that for decision making this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁷, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.15 The chapters of the Framework relevant to this application are as follows:

- Chapter 2 – Achieving sustainable development
- Chapter 4 – Decision-making
- Chapter 5 – Delivering a sufficient supply of homes
- Chapter 9 – Promoting sustainable transport
- Chapter 11 – Making effective use of land
- Chapter 12 – Achieving well designed places
- Chapter 15 – Meeting the challenge of climate change, flooding, and coastal change

Planning Practice Guidance (PPG)

4.16 The PPG was first published on 6 March 2014 and is frequently updated providing detailed planning guidance.

5. Planning considerations

5.1 This section will assess the main planning considerations.

Principle of development

5.2 Full planning permission is sought for the demolition of an existing dwelling (No.97) and the construction of 34 dwellings with associated access via the residential curtilage of the existing house.

5.3 Policy SD1 of the Core Strategy reflects the guidance in paragraph 11 of the Framework and states that planning applications that accord with the policies in the Core Strategy will be approved without delay unless material considerations indicate otherwise. For the reasons set out below, the proposed development would fully accord with policies in the Wigan Core Strategy and saved policies of the Wigan Unitary Development Plan.

5.4 The land is identified as safeguarded land in the adopted local plan (referred to as Hooten Gardens, Leigh).

5.5 Saved Policy GB2 of the Wigan Unitary Development Plan (UDP) states that safeguarded land may be required to serve the needs in the longer term, well beyond the plan period. It states that it is identified for this purpose in order that the boundaries of the Green Belt would not need to be altered at the end of the plan period. The land is not allocated for development but will be kept free of permanent development so it may fulfil its purpose of meeting possible longer term development needs.

5.6 Policy CP8 of the Core Strategy refers to Green Belt and safeguarded land and states that development will only be allowed in accordance with national policy. It also states that:

"Outside of the broad locations for new development, the function, status and detailed boundaries of safeguarded land will be reviewed in a subsequent plan. Where appropriate, sites will be allocated for development on safeguarded land within the east-west core. Following this review, remaining safeguarded land both within and outside of the east-west core will be kept free of permanent development in order to maintain its availability for development in the longer term."

5.7 Policy SP1 of the Core Strategy states that:

"Development will be directed primarily towards the east-west core of the borough, notably the towns of Wigan, Ince, Hindley, Platt Bridge, Leigh, Atherton, Tyldesley, Astley and Ashton-in-Makerfield, in order to achieve transformational regeneration and create attractive places for people to live and businesses to locate and thrive. Beyond the east-west core, development will be focused on Golborne and Lowton and Standish."

5.8 Policy CP6 of the local plan states:

"We will help ensure that there is sufficient housing in the borough to meet people's needs and support a good quality of life by:

- 1. Making provision for an average of **at least** 1,000 net additional dwellings per year between 2011 and 2026.*
- 2. Focusing at least 80% of new housing in the east-west core of the borough.*
- 3. Encouraging new housing on previously-developed, brownfield land (including the re-use of existing buildings).*
- 4. Reducing the proportion of empty homes and promoting the re-use of vacant buildings for residential use where appropriate.*
- 5. Maintaining a five-year supply of deliverable housing land.*
- 6. Ensuring that provision is made for an appropriate mix of house types, sizes, tenures and affordability, specialist, extra-care housing and 'lifetime homes'.*
- 7. Seeking the provision of 25% affordable housing on all sites consisting of 10 dwellings or more where this is viable. Where this is demonstrated not to be viable, a reduced level of affordable housing provision will be negotiated. The approach towards the provision of affordable housing will take into account up to date information on housing needs in the borough.*

The provision should be of an agreed mix of styles and types; be consistent in terms of design, standards and quality to other housing on the site and be subject to occupancy controls to ensure that it remains affordable for subsequent occupiers."

5.9 The latest Annual Monitoring Report (AMR) 2020/2021 (December 2021) states that the council was unable to demonstrate a five-year supply from 2013 until 2017. It was then able to demonstrate a deliverable housing supply of 5.84 years in 2017/18 and 6.12 years in 2018/19.

5.10 It is currently showing a deliverable supply of 6.05 years for the period 2021-2026.

5.11 Notwithstanding this, the proposed development would boost the supply of housing as required by paragraph 59 of the Framework.

5.12 The AMR also states:

“13.12 The Local Plan Core Strategy sets a target for 80% of new homes to be in the 'east-west core' of the borough by 2026. The east-west core has higher levels of economic and social deprivation and most of the degraded former industrial and mining land.

13.13 Between 2011/12 and 2020/21, the number of net completions in the east-west core ranged between 62% and 77% of total net completions, with an annual average of 69% (5,832 out of 8,424), 11% below the plan target. This is primarily due to high delivery rates on greenfield sites within the settlements of Standish, Golborne, Lowton and Astley which are designated as broad locations for new development in the Local Plan Core Strategy.

13.14 Figure 13.3 shows that the proportion of homes built within the east-west core declined each year from 2015 to 2019. However, the proportion has been rising since 2019/20 to a figure of 70% in 2020/21, which is positive in terms of the plan target and reflects the development of 1,013 homes on sites in the east-west core.”

5.13 Therefore, the council is not meeting its target of providing at least 80% of new housing in the east-west core. The proposed site is within the east-west core of the borough and would assist in meeting the housing target in the area and assist in maintaining the five-year housing land supply in the borough, as required by Policy CP6.

5.14 As set out in Section 4 of this statement, the site is part of a larger area of safeguarded land which is also identified in the SHLAA as suitable for housing (SHLAA 0021 - Land at Hooten Gardens) potentially delivering 192 units. Development of this part of the site would not inhibit the development of the wider site. Indeed, the proposed layout includes potential for access onto Hooten Lane and to the wider safeguarded land to the east.

5.15 Although the Council currently indicates it can demonstrate a five-year supply of housing land without relying upon delivery on this site in the short term, the site would make an important contribution to maintaining a deliverable supply of housing in accordance with Policy CP6 and achieving the housing targets in the east-west core. This would boost the supply of housing minimising the need for future Green Belt release.

5.16 Paragraph 68 of the Framework states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. The proposal would boost the supply and choice of housing in the east-west core, including provision of new market and affordable housing, in accordance with the Policy CP6.

5.17 In considering the pre-application enquiry in May 2021, the council stated:

"Although the Council can currently demonstrate a 6.12 year supply of housing land (as set out in the Wigan SHLAA), without relying upon delivery on this site to 2024, the site will make an important contribution to maintaining a 5 year supply (YS) of deliverable housing land in the future. As such it will contribute to addressing clause 5 of Core Strategy Policy CP6, which commits the Council to maintaining a 5YS of deliverable housing land. Ensuring that sites such as this come forward for development ensure the Council can meet its housing needs for the plan period up to 2037, minimising the need for Green Belt release."

5.18 The response concluded on the principle of development that:

"For the reasons identified, it is my assessment that the principle of residential development at this site is acceptable. However, the considerations in the following sections of this report, particularly regarding design, amenity, highways and parking, all need to be carefully considered in any forthcoming application submission for the development proposed."

5.19 The principle of development should therefore be acceptable.

6. Relevant decision

6.1 An application was submitted to the council relating to land at Bettison Avenue for:

“Residential development of 57 terraced, semi-detached and detached dwellings together with associated works including access, infrastructure, landscaping and parking”

6.2 The application was given reference A/19/86658/MAJOR and was approved on 1 July 2020.

6.3 This decision is a significant material consideration as the site forms part of the same safeguarded land allocation as the land to the rear of 97 Alderley Lane and the decision was made in the same context as set out in our summary of the findings of the Annual Monitoring report and deliverable supply of housing.

6.4 It is noted that in respect of housing land supply, the committee report stated:

“It has previously been reported to Planning Committee that the Council could not evidence a five-year housing supply position as required through the NPPF and the Core Strategy. However, new guidance issued by Central Government has changed the way that this must be addressed by Authorities whose Core Strategy is more than five years old. The five-year requirement is now to be assessed against the 'Local Housing Need' (LHN) which is calculated in accordance with a nationally set methodology. Wigan's Core Strategy was adopted in September 2013, and so Wigan's five-year supply of housing position is now calculated against LHN. Members are advised that on the basis of this requirement, the Council can demonstrate a five-year supply of deliverable housing land at the present time of 6.12 years' supply. The development plan as a whole is therefore considered up-to-date and remains the prime material consideration in assessing the application.

Ensuring that sites such as this come forward for development ensure the Council can meet its housing needs for the plan period up to 2037, minimising the need for Green Belt release. This is particularly significant as the Borough has not met the housing delivery test between 2016/18 having built only 83% of housing requirement. Therefore, we have needed to publish an Action Plan and identify an additional 20% of housing land.”

6.5 In respect of the safeguarded land designation the committee report stated:

"The proposal is on a larger area of safeguarded land which is also identified in the council's 2019 SHLAA as suitable for housing (SHLAA 0021 - Land at Hooten Gardens) with an estimated capacity for around 249 homes. Development of this part of the site must not inhibit the development of the wider site. Although the Council can currently demonstrate a five year supply of housing land (as set out in the Wigan SHLAA), without relying upon delivery on this site to 2024, the site will make an important contribution to maintaining a pipeline of deliverable housing land in the future. As such it will contribute to addressing clause 5 of Core Strategy Policy CP6, which commits the Council to maintaining a 5-year supply of deliverable housing land. Ensuring that sites such as this come forward for development means that Council can meet its housing needs for the plan period up to 2037, minimising the need for Green Belt release."

6.6 It also states:

"However, members should note that the Core Strategy is now over five years old with no review. The first draft allocations plan produced in 2015 includes the site at Bettison Avenue as a housing allocation which would have been removed from safeguarded land for the purpose of residential development. However, this plan did not go through the full process to adoption and so does not carry any material weight in determining the current application. The Planning strategy team have been consulted on the application and raised no objections to the principle of residential development of this site at this time. The proposal would not prejudice comprehensive development of the remaining safeguarded land to the north and south of the site as access options are retained through the development layout proposed by this application so these sites will not become land locked and can be brought forward as complimentary or independent development sites.

Core Strategy Policy CP8 identifies the need for safeguarded sites to bolster the authority's housing supply, especially in times where allocated sites are not delivering as expected (as is the case now). In considering the above, it is relevant to consider the Bettison Avenue site for development at this time even though the site has not yet been specifically allocated for housing development. Therefore, this site will ensure the Council is able to meet its minimum requirement of a 5-year deliverable housing land supply. The proposal complies with saved UDP Policy GB2, Core Strategy Policies CP6 and CP8 and the revised NPPF (2019)."

6.7 The decision is a significant material consideration.

7. Other planning considerations

Affordable housing

7.1 As stated above, Policy CP6 of the local plan requires 25% affordable housing for new developments of 10 dwellings or more “where this is viable”.

7.2 Paragraph 9.38 states

“The requirement for on-site provision or equivalent financial contribution will be waived, reduced or deferred only when and to the extent that an independent viability appraisal demonstrates that such provision would make the development unviable”.

7.3 The proposed development proposes 34 dwellings in total. However, as set out below, it has been demonstrated that the scheme would not be viable with any affordable housing contributions. A detailed viability appraisal has been submitted which is referred to further below.

7.4 As such, no affordable housing is proposed.

Open space

7.5 Saved Policy R1E of the Wigan UDP refers to open space in new housing developments and states that the council will require that:

“Where a scheme consists of between 1 and 99 dwellings, developers make a financial contribution to the capital and commuted maintenance costs of offsite amenity open space and play space provision commensurate with the number of units in the scheme, in lieu of on-site provision, unless otherwise agreed or required by the Council”.

7.6 The pre-application consultation response advised that a financial contribution due towards the capital and commuted maintenance costs of off-site open space and play provision, for a development of 34 homes would be £58,786. However, as set out below, it has been demonstrated that the scheme would not be viable with any open space contributions. As such, no open space contribution is proposed to be provided.

Financial viability

7.7 A financial viability appraisal has been submitted with the application. The report concludes:

"The inclusion of both Affordable Housing and Section 106 policy requirements towards Highways, Play Space and Air Quality, has a negative impact on the target profit return 20% and therefore impacts on the viability of the site to a position, where we consider it unlikely that it would come forward for development. In the event there are no section / planning gains, including the need for Affordable Housing requirements, then this demonstrates that the scheme is financially viable.

We trust that Wigan Council will acknowledge it is not viable to make commuted sum payments on this occasion and neither on-site Affordable Housing under Wigan Council Core Strategy - 25% of total unit numbers in the redevelopment of No 97 Alderley Lane, Leigh including the 2.47 gross acre paddock / pastureland to the rear and will undermine viability and consequently the deliverability of the subject site."

- 7.8 Therefore, having regard to the above, no affordable housing or contributions are proposed.

Character and appearance

- 7.9 The Framework states at paragraph 124 that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development and creates better places in which to live and work.
- 7.10 Core Strategy Policy CP10 requires new development to achieve a high standard of design. The Council's 'Design Guide for Residential Development' SPD will also be relevant.
- 7.11 In terms of the proposed layout and design, consideration has been given to the above policy documents and guidance. The layout has sought to maintain an active frontage onto Dunham Grove and Hooton Lane without vehicular access directly onto it, respecting the layout of properties fronting onto these tracks and views of the site from public rights of ways and the wider area.
- 7.12 The layout has been designed having regard to the council's pre-application comments which required a soft boundary treatment along Hooton Lane and Dunham Grove with fenestration on the elevations facing these frontages.
- 7.13 The properties have been designed to reflect the character of the area including use of materials include brick with tiled roofs. The elevations include features including porches and bay windows to enhance their appearance.

7.14 The proposed layout has sought to achieve a good standard of design incorporating a mix of detached, semi-detached and terraced dwellings with landscaping and appropriate use of materials. The design is referred to further in the Design and Access statement submitted.

7.15 The proposal would comply with Policy CP10 of the Core Strategy.

Neighbouring amenity

7.16 Future occupants of the proposed dwellings can expect to enjoy adequate light and outlook from their habitable rooms with private gardens to the rear.

7.17 The proposed development would also ensure the amenity of neighbouring properties are protected.

7.18 The Council stated in the pre-application response that the development should provide a minimum rear garden length of 7 metres and interface distances of 21.5 metres between main habitable elevations and 12.2 metres to a blank gable.

7.19 The proposed development has been designed to meet the above standards and provide an acceptable relationship with properties surrounding the site.

7.20 The new dwellings would retain acceptable separation distances between the existing dwellings and each other in compliance with the council's spacing standards as set out in the Design Guide for Residential Development SPD.

7.21 The proposal would comply with Policy CP6 of the Core Strategy.

Highway safety

7.22 Policy CP7 of the Core Strategy refers to accessibility.

7.23 The proposed development would include the construction of a new access following the demolition of No.97 Alderley Lane.

7.24 It has been demonstrated that adequate visibility can be provided at the access point in either direction and sufficient parking and turning space within the site creating a layout that would be to adoptable highway standards.

7.25 A transport statement has been submitted with the application. It concludes:

“5.1.5 The proposed development will be accessed via a new simple priority-controlled junction off Alderley Lane. Swept path analysis of the proposed site access and internal road layout indicates that a large car, an 11.2m long refuse vehicle and a 12m long rigid HGV will be able to access and exit the site satisfactorily. It will also be possible for a large car to access each of the proposed parking bays satisfactorily.

5.1.6 The minimum junction visibility splay requirements of 2.0m x 25.0m (as agreed by the LHA) will be achievable to the left and right of the site access.”

- 7.26 The number of vehicles that would be generated by the proposed development would not result in any harm to highway safety on the surrounding highway network. The proposal would fully comply with Policy CP7 of the Core Strategy.
- 7.27 The Framework states at paragraph 111 that development should only be prevented on transport grounds where the residual cumulative impacts of the development would be 'severe'. There would be no adverse impact and certainly no 'severe' impact. No highway safety concerns should be raised in consideration of the proposal.

Trees and landscaping

- 7.28 Policy CP9 of the Core Strategy seeks to improve natural environments and protect trees of value to amenity.
- 7.29 There are trees and hedges on the boundaries of the site which would be largely retained in the proposed layout. A protected tree is located in the southeast corner of the site and would be retained and protected as part of the proposed development. A full arboriculture assessment is submitted with the application.
- 7.30 New landscaping would complement the existing and improve the character and appearance of the area and improve biodiversity. This will include the planting of 34 new trees and 176.5 metres of new hedge planting.
- 7.31 The proposal would comply with Policy CP9 of the Core Strategy.

Ecology

- 7.32 Policy CP12 of the Core Strategy seeks to protect and enhance local priority habitats and species.

7.33 An extended phase 1 habitat survey has been submitted with the application. Further bat survey work has been recommended and this will follow the submission. It also makes recommendations for biodiversity net gain.

7.34 The proposal would comply with Policy CP12 of the Core Strategy.

Flood risk & Drainage

7.35 The site is within Flood Zone 1 and therefore at low risk of flooding. A flood risk assessment has been submitted with the application.

7.36 A full drainage strategy has also been submitted with the application.

7.37 The surface water drainage is proposed to connect into the adopted surface water sewer system under Alderley Lane. Investigations confirmed the ground is not suitable for soakaways and there is no other existing watercourse alternative.

7.38 The foul drainage would also connect to the existing adjacent adopted foul water sewer under Alderley Lane.

7.39 The proposed development would include an increase in levels across the site to facilitate a gravity drainage system which can be adopted after completion. The changes in levels are provided on the site plan and are illustrated on the cross-sections submitted.

7.40 The proposed development would comply with Policies CP6 and CP16 of the Core Strategy in respect of drainage and flood risk.

Land contamination & air quality

7.41 A phase 1 land contamination risk assessment has been submitted with the application. The report confirms that the analysis has not identified any significant risks.

7.42 An air quality assessment has also been submitted with the application which concludes the proposed development is not expected to have a significant impact on local air quality.

7.43 The proposal would comply with Policy CP17 of the Core Strategy.

Heritage

- 7.44 Policy CP11 of the Core Strategy requires proposals to conserve and enhance heritage assets and their setting, including listed buildings.
- 7.45 The site is approximately 70 metres from Bedford Hall Farm to the east, a Grade II Listed Building. However, due to the relationship and distances involved, there would be no adverse impact on the setting of the listed building.
- 7.46 The proposal would comply with policy CP11 of the Core Strategy.

8. Summary and conclusions

- 8.1 Full planning permission is sought for the demolition of an existing dwelling (No.97 Alderley Lane) and the construction of 34 dwellings with associated access.
- 8.2 The application site forms part of a wider safeguarded land allocation (Hooten Gardens, Leigh) as identified in the adopted local plan. The site is located on the southeast edge of Leigh within the east-west core of the borough. The site is well contained by housing and existing roads.
- 8.3 It has been demonstrated that the proposal would assist in boosting the supply of market housing in the borough and in particular assist in meeting the housing targets in the east-west core. Furthermore, it would not undermine the development of the remaining safeguarded land in the future.
- 8.4 The proposed development has been the subject of positive pre-application discussions with the council and comments received incorporated into the proposed layout.
- 8.5 For the reasons set out in the viability appraisal submitted, it has also been demonstrated that the provision of affordable housing and contributions towards open space would make the scheme inviable. As such, none have been provided by this application.
- 8.6 The proposed development would not result in any harm to the character and appearance of the area, the amenity of neighbouring properties or highway safety.
- 8.7 The proposed development would accord with policies in the Wigan Core Strategy. Therefore, in accordance with Policy SD1 of the Wigan Core Strategy and paragraph 11 of the Framework planning permission should be approved. There are no other material considerations to indicate otherwise.

9. Appendices

EP.1 LPA Pre-application response

EP1



Nick Smith
Emery Planning
By e-mail only

Our reference: A/20/91324/PREAPP
Your reference:
Please ask for: Dave Rawsthorne
Direct line; 01942 489127
Date; 9th September 2021

Dear Sir,

Town and Country Planning Act 1990
Town and Country Planning (Development Management Procedure)
(England)
Order 2015
Application Number: A/20/89692/PREAPP
Location: Land at 97 Alderley Lane, Leigh
Proposal: Pre application advice regarding development at Land To The Rear Of 97 Alderley Lane Leigh

I refer to the above and previous Teams meeting. These comments are made in relation to the potential to apply for full planning permission. To date our discussions have been on the principle of development.

Planning Policy

Planning legislation, specifically Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town & Country Planning Act 1990, require planning applications to be determined in accordance with the statutory development plan, unless material considerations indicate otherwise.

The development plan for the borough of Wigan applicable to the proposal, currently comprises:

- Saved policies of the Wigan Replacement Unitary Development Plan (adopted 2006);
- Wigan Local Plan Core Strategy (adopted 2013);

The Wigan Local Plan Core Strategy was adopted in September 2013. It is the strategic local plan for the borough. It sets out the spatial vision through to 2026 and a range of strategic objectives and policies. It replaces a large number of policies in the Unitary Development Plan.

Please reply to: Dave Rawsthorne
Places Directorate: Growth and Housing, Development Management
Wigan Council, PO Box 100, Wigan WN1 3DS
E-mail: d.rawsthorne@wigan.gov.uk
www.wigan.gov.uk

In further respect of planning policy, material considerations also include:

- The Council's Supplementary Planning Documents and other guidance; and
- The National Planning Policy Framework (revised 2021).

Development Plan Policies

The following policies within the Wigan Local Plan Core Strategy (Core Strategy) and saved policies within the Wigan Replacement Unitary Development Plan (UDP) are of most relevance to the appraisal of this proposal:

Core Strategy Policies

SD1 - Presumption in favour of sustainable development
SP1 - Spatial Strategy for Wigan Borough
CP6 - Housing
CP7 - Accessibility
CP9 - Strategic landscape and green infrastructure
CP10 - Design
CP12 - Wildlife Habitats and Species
CP13 - Low-carbon development
CP16 - Flooding
CP17 - Environmental protection
CP18 - Developer contributions

<https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/CoreStrategy.aspx>

Saved UDP Policies

A1S - Parking in New Development
R1E - Open Space in New Housing Developments
GB2 - Safeguarded Land

<https://www.wigan.gov.uk/Council/Strategies-Plans-and-Policies/Planning/Local-plan/ReplacementWiganUDP.aspx>

National Planning Policy

The revised National Planning Policy Framework (NPPF or the 'Framework') sets out a presumption in favour of sustainable development. The Framework states that the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

The Framework also states that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area, so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

Supplementary Planning Documents and Guidance

The following Supplementary Planning Documents (SPD) are relevant to the assessment of this application:

- Design Guide for residential development
- Affordable Housing in New Housing Developments
- Open Space in New Housing
- Access for All
- Development and air quality
- Good fencing guide
- Development Viability – Guidance Note for Developers
- Landscape Design
- Wildlife, Habitats and Protected Species
- Trees, Woodlands and Hedgerows

<https://www.wigan.gov.uk/Resident/Planning-and-Building-Control/Planning/Policies-and-Guidance/Planning-Guidance.aspx>

Site allocation in the Development Plan

The site is allocated as Safeguarded Land policy GB2 of the saved Replacement UDP.

Site Constraints/Considerations

The site has the following constraints:

- Coal Low Risk
- TPO along the south-eastern boundary

Site summary

The site will be accessed from Alderley Lane to the west, which is approximately 500 metres from the Key Route Network (KRN) on Warrington Road. There are separate footpath links to Warrington Road to the south along PROW number 207. There is a further PROW number 202 along the eastern boundary of the site which links the site to Butts Avenue.

The site is broadly square in shape, relatively flat with a single TPO tree along the south-eastern boundary.

The site is greenfield and is bounded on two sides with existing residential development at Oakhead to the north and Alderley Lane to the west.

It is part of a wider area of land to the west of Hooten Lane that is allocated as safeguarded land under policy GB2.

It is allocated with the Strategic Housing Land Assessment (SHLAA) and as you know this has no statutory basis.

Proposal

The pre-application assessment is based upon the proposal to erect 34 dwellings, access, footpaths and landscaping thereto

Planning Application Fee

The fee for a full planning application for 34 residential units is currently **£15,708.***

* *Based on a full application & £462 per residential unit, to a maximum of 50 units for this rate to apply.*

Principle of development

Sustainable Development

The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. So that sustainable development is pursued in a positive way, at the heart of the NPPF is a presumption in favour of sustainable development, which, for decision-taking, means approving development proposals that accord with an up-to-date development plan without delay.

The most relevant policies of the Core Strategy in respect of this proposal are therefore Policies SD1, SP1 and CP6.

Core Strategy Policy SD1 echoes the NPPF in stating that when considering development proposals, a positive approach that reflects the presumption in favour of sustainable development will be taken. Planning applications that accord with the policies in the Core Strategy will be approved without delay unless material considerations indicate otherwise.

Policy SP1 details the spatial strategy for the borough and states that development will be directed primarily towards the east-west core of the borough, notably including Leigh, in order to achieve transformational regeneration and create attractive places for people to live and businesses to locate and thrive.

I would consider that the principle of development is acceptable and would accord with the following policies of the Local Plan Core Strategy:

- CP6 Clause 2 - Focusing at least 80% of development within the east-west core of the borough
- CP6 Clause 6 - Ensuring that provision is made for an appropriate mix of housing

The proposal is on a larger area of safeguarded land which is also identified in the council's 2019 SHLAA as suitable for housing (SHLAA 0021 - Land at Hooten Gardens) with an estimated capacity for around 249 no. homes. Development of this part of the site must not inhibit the development of the wider site.

Although the Council can currently demonstrate a 6.12 year supply of housing land (as set out in the Wigan SHLAA), without relying upon delivery on this site to 2024, the site will make an important contribution to maintaining a 5 year supply (YS) of deliverable housing land in the future. As such it will contribute to addressing clause 5 of Core Strategy Policy CP6, which commits the Council to maintaining a 5YS of deliverable housing land. Ensuring that sites such as this come forward for development ensure the Council can meet its housing needs for the plan period up to 2037, minimising the need for Green Belt release.

The Framework advises that 'Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.'

The Framework recognises the important contribution small and medium sized sites can make to meeting the housing requirement of an area and emphasises that LPA's should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

The site is located close to Leigh Town Centre where principal shopping and employment areas and good general and public transport links, including the guided busway and a bus station are located.

It is also the case that there are no known insuperable physical or environmental constraints on the development of the land at this stage of the development process. The site does not have any designation for recreational use. The proposal conforms with the Framework as it is a windfall site within an existing settlement in a sustainable location, which would make a positive contribution to the borough's housing provision.

As stated, the site is well located for public transport and there is no evidence that there is insufficient capacity within the local infrastructure to accommodate the proposed development.

Planning obligations

Policy CP18 of the Core Strategy seeks to secure planning obligations to ensure there is capacity for new development and help make the borough an attractive place for people to live and businesses to locate and thrive, by ensuring that development funds, or contributes to the funding of, necessary off-site works or programmes in accordance with the provisions of legislation, national planning policy and other local planning policies and provided that it is viable.

Given the proposed development of 34 no. residential units, a financial contribution towards public open space and play space will be required. This is set at £1,729.00 per residential unit (£603.00 public open space and £1,3126.00 play space per unit) and would be calculated at a cumulative amount of:

- **£ 58,786**

To be policy compliant, the proposal would be required to provide for affordable housing within the scheme in compliance with Core Strategy Policy CP6 which requires 25% of the development to comprise of affordable units.

Therefore 9 no. affordable units in this instance.

In terms of affordable housing, analysis in our Housing Needs Assessment (HNA) concludes there is a very high need for three-bedroom houses and no need for other house types. On that basis, we would encourage a greater proportion of two and three-bedroom houses.

We would expect to see a tenure split of 60% Affordable Rent and 40% low-cost home ownership. The site is near to a large Council housing estate (Butts Bridge), therefore we believe the area would benefit from a portion of low-cost home ownership products to diversify the residential offer of Leigh.

We would be in support of seeing the inclusion of low-cost home ownership products on this development. The Housing Partnership Team would be happy to facilitate conversations with our Homes for All Team to discuss having these units under the Councils Equity Loan scheme.

The Housing Partnership Team would also be happy to facilitate conversations regarding disposing of the nine units to local Registered Providers.

As required by our SPD the affordable units should be indistinguishable from private market sales and distributed across the site.

It may be worth speaking to my colleague:

Nick Metcalfe Project Manager Housing Partnerships and Strategy Wigan Life Centre South College Ave, Wigan WN1 1NJ

Telephone: 01942 489206

Email: n.metcalfe@wigan.gov.uk

Conclusion on the principle of development:

For the reasons identified, it is my assessment that the principle of residential development at this site is acceptable. However, the considerations in the following sections of this report, particularly regarding design, amenity, highways and parking, all need to be carefully considered in any forthcoming application submission for the development proposed.

Design Appearance and layout

Core Strategy Policy CP10 'Design' aims to improve the built environment of the borough and help make it a better place to live, visit and for businesses to locate and thrive by ensuring that, amongst a number of factors and as appropriate, new development respects and acknowledges the character and identity of the borough and its locality, in terms of the materials, siting, size, scale and details used; is integrated effectively with its surroundings and helps to create attractive places; meets established standards for design; and can be well serviced, including making provision for waste storage and collection.

The layout has been amended following my comments made on the first iteration and is in general acceptable. I would suggest that plots 17 and 34 should have fenestration in the gable. Plot 34 may need amending to protect the root protection area of the TPO tree.

The Council would require a minimum rear garden length of 7 metres and interface distances of:

- Main elevation to main elevation – 21.5 metres; and
- Main elevation to blank gable 12.2 metres.

This is more relevant to the relationship of the development to existing housing rather than being over prescriptive within the layout itself.

Landscape plans should be produced in line with BS 8545:2014 (Trees: from nursery to independence in the landscape) and BS 4428:1989 (Code of practice for general landscape operations).

The landscape drawings should be at a scale between 1:200 and 1:10 and contain accurate and precise information on the following:

- Proposed finished ground levels or contours; means of enclosure; car parking layouts; other vehicle and pedestrian access and circulation areas, hard surfacing materials, structures and ancillary objects (refuse and recycling bins/storage areas/buildings, lighting columns etc);
- Proposed and existing functional services above and below ground (e.g. drainage, power, communications cables, pipelines etc. indicating lines, manholes etc.);
- Existing vegetation to be retained together with measures for its protection during the course of construction (see also L32 Tree Surveys).
- Structural planting plans (including species, planting density, numbers, sizes and location);
- Long term maintenance and landscape management arrangements

Detailed guidance is provided the Landscape Design SPD.

Highways

The general objective of Core Strategy Policy CP7 'Accessibility' is to improve accessibility to key destinations for people and goods and connect people to opportunities both within and outside the borough. This is to be done in part by maximising the capacity, efficiency, and safety of the road network, reducing, as far as is practicable, the adverse impact of transport on our communities.

In regard to vehicle parking, saved UDP Policy A1S states that the scope for providing car parking below the Council's maximum standard will be considered against the accessibility of the site by public transport, the availability of convenient and safe off-street parking, the availability of on-street car parking without detriment to residential amenity and highway safety and the feasibility of providing on-site parking relative to other planning issues such as the reuse of a constrained site or building and urban design.

All major applications for residential development, must include details of provision for the charging of electric vehicles on all plots having in-curtilage parking. This may take the form of high-speed charging points provided directly as part of the development; or, as a minimum, inclusion of provision within the property's electrical installation and associated connection boxes etc, to allow such a point to be easily installed by an occupier at a later date.

Given the above factors, and as the proposed use is of a relatively modest scale that is unlikely to generate significant vehicle movements or significant

highway safety issues, on balance I am satisfied that parking arrangements are suitable for the use proposed.

Any forthcoming planning application is also recommended to ensure that there is available provision for one secure cycle storage per unit. This should be secure and covered/enclosed, i.e., if provided externally an area in which prospective residents would feel their bike is safe to be left. In this instance the visual appearance also needs to be of a high quality given the public vantage points and public right of way which crosses the site.

In regard to the access to the site, Core Strategy Policy CP7 aims to enable an 'equality of access' to transport networks and facilities for disabled people and other vulnerable groups. The Council's 'Access for All' SPD recommends that development should make provision for access for all irrespective of any disabilities.

It seems appropriate that Manual for Streets 2 is applicable to residential roads, based on the several references to slow speed situations. However, I find it very hard to believe that there is no relationship between visibility and collisions.

The proposed access must be able to achieve a visibility splay of 2.4 x 25m in both directions to comply with Manual for Streets. This standard can be relaxed in the event of a slow speed, low trafficked situation, which Alderley Lane probably is, given the section of highway immediately adjacent to the site access is a dead end.

The proposed 2m setback from the edge of carriageway, instead of the standard 2.4m, is not in principle an issue as Alderley Lane is low trafficked and vehicles should be able to safely nudge into the carriageway slightly. The 1m offset from the nearside kerb is, however, a different matter. Vehicles do not travel that far away from the kerb, therefore implying greater visibility than what is actually achievable.

I would be grateful if you could plot the 'Y' distance to the nearside kerb to see what is achievable within land under the control of the applicant. This provides a more realistic view on visibility and will need to be assessed by Network Management.

In order to adopt the roads and footpaths the latter should have a minimum width of 1.6 metres.

Ecology

Policy CP12 of the Core Strategy requires an ecological survey to be undertaken where wildlife issues are relevant.

The application should be accompanied by an up to date ecological survey that provides net biodiversity gain.

Heritage

The site is within 70 metres of Bedford Hall Farm. A short heritage statement should accompany the planning application.

Flooding risk and drainage considerations:

On 18 December 2014, the government issued a written statement in relation to sustainable drainage systems. Existing national planning policy has been strengthened to make it clear that the government expects sustainable drainage systems (SuDS) to be provided in new developments.

To this effect, where planning applications are for major development, the local planning authority must ensure that SuDS are put in place, unless demonstrated to be inappropriate.

Further information on the technical standards for sustainable drainage systems can be found on the gov.uk website.

Full applications for Major development must be submitted with the following in addition to the Proof of Concept Plan:

- Proposed site plan showing exceedance flow routes.
- Drainage layout plan (to include all SuDS, sewers, drains and watercourses).
- A condition survey of any existing drainage assets, infrastructure or watercourse to be utilised.
- Design calculations as necessary to demonstrate the functionality of the SuDS.
- Detailed design drawings.
- SuDS flow calculations (.mdx files compatible with WinDes Micro drainage software if that software has been used).
- Cross sections including design levels.
- Specification of materials.
- Phasing of development including Construction Management Plan.
- Construction phase Surface Water Management Plan.
- Construction details.
- Details of inlets and outlets and flow controls.
- Operational Maintenance Plan
- Health and Safety Risk Assessment for construction, operation and maintenance of the SuDS.

The site is not located within Critical Drainage Area.

Validation requirements and supporting documents:

We aim to determine planning applications as efficiently as possible. To help with this it is essential that applications are submitted with all the information that the Council will need to determine them.

To assist this process and having regard to article 11(3)(c) of the Town and Country Planning (Development Management Procedure) Order 2015 and paragraph 44 of the NPPF, the Council has produced a 'Validation Checklist' which is split into two parts. 'Part One' lists the national and local information requirements for planning applications and details the circumstances in which they will apply. 'Part Two' provides further information to help applicants understand what a particular document should contain. Applicants should ensure that their submissions reflect these requirements in order to avoid delay in processing their applications.

The 'Validation Checklist' can be viewed on the Council's website at the address below:

<https://www.wigan.gov.uk/Docs/PDF/Resident/Planning-and-Building-Control/LocalValidationList30kb.pdf>

Having reviewed the proposed development, the following information will be required with the submission for a change of use planning application:

- Completed Application Form
- Correct fee
- Correct ownership certificate
- Location Plan
- Proposed Site Plan; (showing the whole of the red edged site)
- Proposed elevation drawings
- Proposed floor plans of the property
- Planning Statement - addressing policy requirements
- Design and Access Statement
- Affordable Housing Statement
- Planning Obligations/Draft Heads of Terms
- Viability Appraisal (if necessary)
- Air Quality Assessment
- Drainage Scheme
- High Speed Broadband Infrastructure Details
- Crime Impact Statement
- Electrical Vehicle Charging Point Details
- Land Contamination Assessment
- Landscaping Details, including planting schedules and hard surface material details
- Ecology Survey

- Refuse/Storage Facilities/Recycling location and details
- Cycle Storage Provision location and details

Assessment conclusion

I hope this information is of assistance, but please be aware that the comments represent an informal opinion on the proposal. They are not exhaustive and are given without prejudice. The comments expressed are not binding on Wigan Council, its Officers, or its Planning Committee. The information given is the best available at the time, but it is possible that new issues and information may arise at the application stage.

You should also be aware that any subsequent changes to planning legislation or planning policies may affect the advice given and consequently it is expected that the weight that can be given to pre-application advice will diminish over time.

If you require any further information, please do not hesitate to contact me.

Yours faithfully

Dave Rawsthorne

Dave Rawsthorne
Principal Planning Officer