

**Development Control Committee**  
Meeting to be held on 21<sup>st</sup> April 2021

Electoral Division affected: Wyre Rural East
---

**Wyre Borough: application number. LCC/2020/0069**  
**Hybrid planning application including full application for 3 storey, 45 bed space care home facility, widening and rerouting of access road, new car parking areas, summerhouse, energy centre, cycle and bin store and landscaping and outline planning application for development of 3 storey extra care facility consisting of 65 apartments following demolition of existing care home facility.**

**Bowgreave Rise, Garstang Road, Bowgreave, Garstang.**

Contact for further information:  
Jonathan Haine, 01772 534130  
[DevCon@lancashire.gov.uk](mailto:DevCon@lancashire.gov.uk)

**Executive Summary**

Application - Hybrid planning application including full application for 3 storey, 45 bed space care home facility, widening and rerouting of access road, new car parking areas, summerhouse, energy centre, cycle and bin store and landscaping and outline planning application for development of 3 storey extra care facility consisting of 65 apartments following demolition of existing care home facility.

Bowgreave Rise, Garstang Road, Bowgreave, Garstang

**Recommendation – Summary**

That planning permission be **granted** subject to conditions controlling time limits, working programme, highway matters, design, landscaping, ecology and drainage

**Applicant's Proposal**

The planning application is a hybrid application requesting full planning permission for a new care home facility and outline planning permission for an extra care building. The planning application incorporates the two following phases;

- Phase 1 seeks full planning permission for a new care home to replace the existing care home on the site. This would provide a 45 bed space facility for dementia care. The new building would be 'L' shaped in layout and would measure approximately 40 metres by 40 metres with each wing of the building

being approximately 13 metres in width. It would have three floors giving the building a maximum height of approximately 10 metres.

The main public elevations would be the south west and south east sides. The elevations would predominately be in a red brick material with a contrasting buff brick base on the ground floor level which runs to the corner stairwell / circulation space where it would be used to the full height of the building. The south east facing elevation of the stairwell would incorporate a green living wall. The bedroom spaces would incorporate bay windows. The roof of the building would be flat with a parapet around the perimeter to conceal solar photovoltaic panels and other items of plant.

Phase 1 also includes a single storey building to be located on the southern boundary of the site measuring 1.5 metres by 9 metres. It would house a refuse store, incoming gas room, switch room and sub station. The external elevations would use the same protruding brick as the main care home building incorporating louvre doors with a flat sedum roof.

In the north east corner of the site would be a summer house structure to provide a covered external space for residents. The building would be single storey measuring 3 metres by 4 metres with a height of around 2.5 metres and would be constructed in buff heritage brick with timber cladding and a flat sedum roof and a timber pergola structure attached to the south facing elevation

Externally would be 13 no parking spaces which would be reached via an access road running around the western and southern sides of the building utilising the existing access point onto Garstang Road.

To the rear (east) of the building would be a garden area for the residents of the home.

- Phase 2 of the proposal is for the construction of an extra care facility with apartments for 65 residents. The planning application for this element is in outline only with details provided of the general scale and form of the building with exact details of scale, design and materials reserved for a later date.

The extra care building would be 'U' shaped with maximum dimensions of approximately 65 metres by 40 metres. The main part of the building would be three storeys high with a flat roof. The front elevation of the building facing Garstang Road would be 'pulled apart' to give the impression of three separate extensions. Each of these would have a pitched roof. Further car parking areas to support the extra care facility would be provided on the southern boundary of the site which would be reached from the access road shared with the phase 1 care home. A garden area would be located within the centre of the 'U' shaped building.

Construction of the phase 2 building would require the demolition of the existing care home.

## **Description and Location of Site**

The application site is on the site of the existing Bowgreave Rise Care Home, an existing County Council Old People's Care Home located off the B 6430 Garstang Road between Garstang and the outlying settlement of Bowgreave. The total application site measures approximately 170 metres by 80 metres. The existing care home, which is comprised of a variety of three and single storey buildings, is located close to Garstang Road with a car parking area, two outbuildings and garden areas to the east of the building.

Immediately to the south are two large residential properties which are accessed off Garstang Road. To the east are agricultural fields which lead down to another private care home located off Dimples Lane. To the north of the site is a former playing field area now used as agricultural pasture, beyond which is the Lancaster Canal and residential properties on the south side of Garstang. The western boundary of the site is formed by the B6430 beyond which are agricultural fields. There are further residential properties located off Garstang Road to the south west of the application site.

## **Background**

History: The application site is an existing Lancashire County Council Care Home. There is no relevant planning history

## **Planning Policy**

National Planning Policy Framework : The following paragraphs of the NPPF are relevant to this application : 8 – 12 ( definition and presumption in favour of sustainable development) 59 – 61 (delivering sufficient supply of homes), 109 -110 (transport considerations), 124 – 130 (design), 163 (assessing flood risk), 170, 175 (ecology) and 180 (contamination).

### Wyre Local Plan

- Policy SP1 Development Strategy
- Policy SP2 Sustainable Development
- Policy SP4 Countryside Areas
- Policy CDMP1 Environmental Protection
- Policy CDMP2 Flood Risk and surface water management
- Policy CDMP3 Design
- Policy CDMP4 Environmental Assets
- Policy CDMP5 Historic Environment
- Policy CDMP6 Accessibility and transport
- Policy HP1 Housing land supply
- Policy HP2 Housing Mix

## **Consultations**

Wyre Borough Council: The southern part of the site including the existing care home falls within the settlement boundary. The northern part of the proposed site would

encroach into the countryside and strategic area of separation designated between Garstang and Bowgreave where policies SP1 and SP4 seek to restrict development in order to protect the identity and distinctiveness of the two settlements. However, having regard to the revised scale and building footprint and the aspects of the development that are located on the northern boundary, Wyre Council are satisfied that phase 1 of the development would not conflict with these policies subject to appropriate conditions about landscape and boundary treatments.

Phase 2 of the development would be within the settlement boundary and the principle of the development is therefore acceptable.

Wyre Council note the contribution that the development would make to the supply of housing. For an old people's care home this would be based upon the amount of housing that would be released into the wider housing market. The Borough Council estimate that this would be the equivalent of 39 units.

In terms of design the Borough Council are concerned that the phase 1 building would have a monolithic and blocky appearance giving a commercial / institutional appearance rather than a modern contemporary appearance. The Borough Council consider that the choice of finishes will be critical to achieve a high quality development to satisfy Policy CDMP3. The Borough Council also have concerns about the scale and massing of the phase 2 building. They consider that the scale alongside the frontage of Garstang Road would appear over bearing and out of keeping with the appearance of the other residential buildings on this road. The Borough Council are concerned that there is no justification for the scale of the phase 2 building.

The Borough Council also consider that a noise assessment should be submitted with the phase 2 development to ensure that local residents are protected against road noise. Contamination issues from previous uses of the site should also be considered.

Wyre Council also consider that landscape mitigation should be carefully considered along with issues relation to highway safety, climate change (energy and water efficiency measures) and incorporation of electric vehicle charging points.

Barnacre-with-Bonds Parish Council: Support the development. The Parish Council consider that this would be an excellent facility for the whole Garstang area. Their initial concern about the welfare of residents during the construction of the development has now been resolved by the proposal to build the new care home in advance of the existing facility being demolished.

County Archaeology Service: The site was previously the site of Garstang Union Workhouse although this was demolished to create the existing care home. It is possible that some foundations of the workhouse still exist. There is no evidence that deceased inmates of the workhouse were buried on site. The possible existence of foundations is not sufficient reason to impose any archaeological constraints on the redevelopment of the site so no planning conditions are recommended.

Ecology Service: The following matters will need to be addressed before the application is determined:-

- Sufficient survey effort to establish the presence / absence of bats in the buildings to be demolished has not been carried out
- Surveys for great crested newts have not been carried out on 2 of the ponds within 250 metres of the site
- There is an orchard area in the north east corner of the site, the majority of which would be lost to the phase 1 proposal. Orchards are a habitat of principle importance and the proposals have not been designed to minimise impacts on this area or to provide adequate compensation for unavoidable losses.
- Full details of losses and gains of trees and hedgerows have not been provided or confirmation that there would be sufficient mitigation.

If these matters can be adequately addressed, planning conditions would be required to address the following: bat roost assessment of any trees prior to any felling, no vegetation clearance between 1<sup>st</sup> March and 31<sup>st</sup> August unless a survey shows absence of nesting birds, implementation of mitigation measures in full, protection of vegetation of the boundaries of the site, control of lighting and submission of landscaping / habitat creation scheme.

LCC Highways Development Control; The highway network in this area is considered to have a good accident record and there are no underlying issues provided a safe access can be provided. From observations on site, most vehicles are travelling at less than the 30 mph speed limit on Garstang Road and the proximity of a bend to the south of the site is a natural traffic calming feature. As such changes to the speed limits and traffic calming are not required. The development would not have a severe impact on highway capacity or congestion in the vicinity of the site.

In relation to the site access, the applicant should prove that larger vehicles can safely negotiate the turn into the site

Highways consider that the footpath along Garstang Road to the north of the site access is not compliant with standards and should be improved to provide a 2 metre width which should continue along both sides of the access road. If these improvements are not possible due to the need to protect trees / hedgerows, the footpath improvement should continue at least as far as the bus stop. If these improvements cannot be provided, planning permission should be refused.

In response to revised plans. LCC Highways comment that the highway and pedestrian access to the site is now acceptable and subject to conditions regarding the bus stop improvement and pavement widening, the development is acceptable.

United Utilities: Water mains and a public sewer cross the site and UU will not permit building over their mains. This should be taken into account or a diversion may be required. If permission is granted, UU request the inclusion of a condition to address the impacts on their infrastructure. UU are also concerned that the drainage strategy for surface water does not follow the drainage hierarchy set out in paragraph 80 of the NPPF. They require a condition to address this matter should permission be granted along with a control to ensure that surface and foul waters are drained on separate systems.

Lead Local Flood Authority: The discharge rate from the completed scheme should be as close as reasonably practicable to the greenfield rates and the applicant's suggested discharge rate is not generally accepted. The drainage strategy also does not consider volume control in order to reduce the burden on the receiving sewer. The drainage strategy also needs to ensure that flood risk within the development site is managed and that there is no diversion of existing surface water flows to areas which do not currently flood. These issues should be addressed prior to determination or made the subject of a planning condition.

Representations – The application has been advertised by press and site notice, and neighbouring residents informed by individual letter. Two representations have been received one of which objects to the application on the following grounds:-

- There is a significant concern due to traffic and speeding on the road over Bowgreave Rise. Traffic on the road has increased significantly due to development in Bowgreave. Vehicles have crashed into the resident's property and neighbouring houses due to speeding and failure to negotiate the two bends on Bowgreave Rise. The resident therefore considers that traffic calming measures are required.
- There is no mention of how construction traffic will be managed to reduce the impact on local residents. There are no parking restrictions on the road outside resident's properties which could cause visibility issues if the road were to be used by construction workers.
- The playing field area to the north of the current care home is shown in the local plan as a strategic area of separation. It is therefore important that this field remains protected as it is used by residents for recreational purposes.
- The trees within the site need to be protected as they support a range of wildlife.

The other representation recognises the need for the development but is concerned about increased numbers of vehicles on Garstang Road and the need for additional traffic calming measures between the Dimples Lane roundabout and the Calder Lane junction to enhance the safety of pedestrians, drivers and local residents.

## **Advice**

The proposal is to replace the existing Bowgreave Rise Residential Care Home with new expanded provision with an emphasis on dementia care needs and also provide an associated extra care facility for older people who are able to manage with less intensive care and support. In relation to the demand and need for each of these two care requirements, the following information is relevant to the current planning application.

The Care Act 2014 places a duty on local authorities to cooperate with partners to ensure that care and support is delivered in an integrated way. As a provider of social care and in order to fulfil these legal obligations, the County Council has adopted a Housing with Care and Support Strategy covering the period between 2018 to 2025. This Strategy was adopted by Cabinet in 2018

The Housing with Care and Support Strategy aims to address the requirements of The Care Act 2014 by:-

- Promoting wellbeing – by providing suitable accommodation including 'independent living'.
- Prevention- in terms of the role played by suitable housing in terms of preventing, reducing or delaying adults social care needs and that care and support including housing should be delivered in an integrated way and in cooperation with partner bodies
- Provision of choice – The Act requires local authorities to ensure that there is a sufficient variety of high quality services to provide choice including of housing provision.

Demographic trends are likely to increase the future need for social and care services including suitable types of housing. For example by 2025 it is likely that there will be a 14% increase in the number of adults over the age of 65, a 25% increase in the number of people with dementia, a 17% increase in people with a limiting long term illness and a 19% increase in the people living alone (based on change since 2017). These trends will lead to an increased demand for care and support which will have impacts on the County Council as a key provider of such services. It is therefore important that people's independence is maximised to ensure that the health and social care system is sustainable. This can partly be achieved through provision of extra care housing. Extra care is self contained housing with design features and care and support services which help people to remain independent for as long as possible and defers the need to move into full residential care.

In the UK, the average level of extra care provision equates to 15 units per 1000 people aged 75 and over. Based upon population estimates the total number of extra care units required in Lancashire in 2025 is estimated to be 2117 units. The current level of provision (either existing or in development) is only 350 and therefore there is a significant shortfall. In Wyre, the estimated number of units required is 265 with only 72 existing or in development.

To meet this projected demand, the Housing with Care and Support Strategy aims to provide approximately 1000 extra care units across the County prior to 2025 with at least one new facility in each of the twelve district areas. This target, whilst ambitious, is set lower than the predicted requirement in order to be realistic about the levels of provision that can be developed and to allow further evaluation of the impact and future demand.

In relation to the residential care element of this proposal, Bowgreave Rise Care Home provides care for the Wyre area in particular for dementia care. The home was constructed in 1967 and provides care for approximately 30 residents in the Wyre area which has the highest prevalence of dementia in Lancashire. Consequently, there is currently a high demand for places at Bowgreave Rise with a 92.6% occupancy rate since April 2020. Although the existing home is rated as 'good' by the Care Quality Commission, its layout such as shared toilets and bathrooms makes it difficult to meet current expectations and modern standards.

The approach in the Strategy is for the County Council to work with districts, health partners and registered housing providers to develop individual affordable extra care schemes. In principle, it is considered that there is a need to provide further extra care

housing in Lancashire and in Wyre specifically in order to meet future needs generated by demographic change and to provide greater choice and cost effective care provision.

To meet these requirements for social care and housing, the proposals at Bowgreave Rise provide for the construction of a replacement care home for 45 residents and also for an extra care building consisting of approximately 65 one and two bedroom apartments. The County Council would develop, own and operate the new care home with the existing residents transferring into the new home once built. A registered housing provider would then develop an extra care scheme on the site of the existing home. By relocating the existing care home into a modern care home built to current care standards, it provides some additional and improved residential care capacity to resolve the issues with the current care home. It would also provide space for the extra care facility on adjacent land therefore providing a care pathway for residents as their care needs change over time helping to meet some of the clear needs identified in the Housing with Care and Support Strategy.

Paragraph 59 of the National Planning Policy Framework states that to support the government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed. Paragraph 61 requires that the size, type and tenure of housing needed for different groups in the community (which should include older people and people with disabilities) should be assessed and reflected in planning policies. To meet this national policy objective, Policy HP1 of the Wyre Local Plan sets out that between 2011 and 2031 provision will be made for a minimum of 9200 additional dwellings. In order to provide for a mix of dwelling types, Policy HP2 requires that new housing will be required to widen the choice of housing types available and that proposed developments should provide an appropriate mix in terms of size, type and tenure of housing. In addition, in order to meet the needs of an aging population and people with restricted mobility, at least 20% of dwellings within developments of 20 or more dwellings should be of a design suitable for older people or those with restricted mobility. In their response to this application, Wyre Borough Council consider that the proposal would contribute towards housing supply by an equivalent of 39 units. Whilst contributing towards overall housing supply, the development would also meet housing needs for particular groups with specialised needs. Therefore, the development would assist in meeting the objectives of paragraphs 59 and 61 of the NPPF and Policies HP1 and HP2 of the Wyre Local Plan.

Due to the arrangements in how the overall development would be brought forward, the planning application is a hybrid proposal with the full details being provided of the County Council's residential care home and supporting development and the extra care element being in outline only. This would provide the flexibility for the extra care developer to specify the exact design and materials when this element of the development comes forward.

### Planning Policy Issues

Policy SP1 of the Wyre Local Plan sets out the broad development strategy for the borough. The spatial approach is for sustainable extensions to towns and rural

settlements with settlements higher up the hierarchy taking more development than settlements lower down the hierarchy. The policy requires that development will take place within the defined settlement boundaries unless development outside in the countryside areas is supported by other policies of the plan. Policy SP1 also provides for the maintenance of strategic areas of separation between certain settlements including between Garstang and Bowgreave in order to maintain the individuality and separate character of settlements. Under Policy SP1 development that would erode the openness of these areas of separation and the effectiveness of the gap in protecting the identity and distinctiveness of the two settlements will not be permitted.

The existing Bowgreave Rise Care Home and part of its grounds lies within the settlement boundary of Bowgreave. The remainder of the application site including the area where part of the new care home would be constructed lies outside the settlement boundary and within the Bowgreave / Garstang area of separation designated in Policy SP1. The proposal therefore potentially conflicts with Policy SP1.

The footprint of the existing care home is not large enough to accommodate a new care home and the extra care building. Therefore, if the Bowgreave Rise site is to be used, some use of land outside of the existing care home and extending into the countryside area and area of separation is inevitable. The area of the site located outside the settlement boundary and within the area of separation measures approximately 36 metres by 110 metres. However, the extension into the area of separation is to the east of the current care home which would not significantly reduce the separation between Garstang and Bowgreave and would retain the distinctiveness of the two settlements. As set out above, there are synergies between the care home and extra care provision resulting in benefits from developing both buildings on a single site. Wyre Borough Council have not objected to the application on the grounds of conflict with Policy SP1 and the proposal is therefore considered acceptable in relation to that policy.

Although part of the site is located outside the settlement boundary, the site as a whole is located close to Garstang which offers a wide range of services and amenities. There is a regular bus service from existing stops close to the site entrance and Garstang is within walkable distance for the more able bodied. It is therefore considered that the site is a sustainable location for a development such as this.

#### Highway matters

Paragraph 109 of the NPPF requires that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the residual impacts on the road network would be severe. Paragraph 110 states that applications for development should give priority to pedestrian and cycle movements, facilitate access to public transport and provide facilities that encourage public transport use, address the transport needs of people with disabilities and reduced mobility and enable charging of plug in and other ultra low emission vehicles.

Policy CDMP6 of the Local Plan deals with transport issues and has similar requirements in terms of the safe and efficient provision of transport for all types of users, encourage use of public transport and accommodating the needs of people with disabilities and older people.

The site is located off the B6430 which in the area of the site access is subject to a 30 mph limit. The proposal would give rise to an increase in vehicle movements as the development would replace the existing 32 bed car home with a 45 bed care home and an extra care facility with around 65 units. The development would therefore increase staff numbers and it is also possible that some residents of the extra care facility may have their own vehicles. The applicant's transport statement estimates that the total development would generate 27 two way trips in the morning peak (an increase of 20 compared to existing) and 31 two way trips in the afternoon peak (an increase of 22). Not all of these would be by private car but in any event, the additional traffic generation would be low and LCC Highways do not raise objection in relation to local highway capacity.

In their initial response to the planning application, Highways raised concerns regarding the design of the site access from the B6430 and the footway provision within and outside of the site for pedestrians. In relation to the first issue, the applicant has provided further swept path diagrams showing that the access can safely accommodate the larger vehicles that would visit the site. The access would be widened to 4.8 metres in width to allow a car and HGV to pass. In relation to pedestrians Highways note that the footway along the frontage of the site and to the north towards Garstang is only 1.1 metres wide which is not compliant with Inclusive Mobility Guidance standards. It would not be possible to widen the pavement towards Garstang without removing the roadside hedge which would not be desirable from a landscape perspective. However, widening the footway as far as a bus stop close to the site access would be possible without having too great an impact on existing vegetation. This is a matter that can be covered by planning condition. Highways also raised concerns about the pedestrian facilities within the site itself including the need to provide a footway on both sides of the access road. The applicant has redesigned the footway within the site to address the initial concerns of Highways.

There are two bus stops on the B6430 located close to the site entrance. At present these stops do not comply with the Equality Act and Mobility Guidance recommendation as there are no bus shelters. Given that the development would increase staff numbers and residents that would be likely to use bus services, it is considered that these bus stops should be improved. This can be the subject of a planning condition with the improvement works being phased so that the southbound bus stop is improved as part of the Phase 1 development.

Two representations have been received raising concerns about the speed of vehicles on the B6430 and the need for traffic calming to improve safety and amenity. It is acknowledged that a large number of new homes have been built in Bowgreave in recent years and that traffic levels through the village would have increased. However, Highways consider that the 95 percentile speeds are below 30 mph and there are no major safety concerns on the road that would justify the need for traffic calming measures. In addition, there are two significant bends on the B6340 close to the site which will naturally slow traffic on this road.

Subject to the conditions referred to including those relating to the provision of car parking and cycle parking facilities, electric charging points, bus stop and pedestrian

improvements and a construction traffic management plan, the development is considered acceptable in relation to highway impacts.

## Building Design

Paragraph 127 of the NPPF requires that developments add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character, optimise the potential of the site to accommodate an appropriate mix and amount of development.

Policy CDMP3 of the Wyre Local Plan relates to design and requires that all development shall be of a high quality of design which shall be assessed in relation to a number of criteria including respecting and enhancing the character of the area, making a positive contribution to an attractive and coherent townscape and ensuring that development would not have an unacceptable impact on the amenity of surrounding or nearby properties.

The existing care home building is a mix of single and three storey red brick buildings with pitched tile roofs and areas of timber panelling and white window frames. The single storey element is located closest to Garstang Road and is separated by a grass verge including a number of large trees which screen the site from the road and from the residential properties to the south.

The proposed development would comprise two main buildings to provide the care home and the extra care facility. The effect of the proposal would be to considerably increase the area of buildings on this site compared to the existing situation. However, the existing site is well screened from Garstang Road by a number of mature trees and there are also trees and other vegetation along the northern boundary of the site. The majority of these trees would be retained. The effect of the existing vegetation is to provide a high degree of enclosure of the site which would reduce the visual impact of the new development particularly when seen from Garstang Road.

An initial design involved a single building incorporating the care home and extra care being located to the rear of the site with the existing care home being demolished and used for car parking. However, further development of the project confirmed the need for two separate buildings.

The application for the care home building is a full application and therefore contains a complete design and materials for this element of the development. The elevation of the care home building facing Garstang Road would be set back from the highway boundary by a minimum of 60 metres and would largely be hidden behind the extra care facility. The new building would be three storeys high (the same as the main part of the existing care home) but would have a flat roof which would minimise the impact and visibility of the new building. As noted by the Borough Council, the elevations of the care home building would have a simple rectangular profile. However, use of different building materials is proposed to break up the elevations of the building and to create interest for example by using a buff stone effect material for the ground floor and full height of the central stair well with red brick used on the upper elevations. The colours and types of materials have been chosen to reflect the building materials used on the residential properties found elsewhere on Garstang Road.

The application for the phase 2 extra care building is in outline so details are provided only of the broad dimensions and design of the building. The phase 2 building would be located directly adjacent to Garstang Road in a similar position to the existing care home building. However, the elevation facing the road would be three storeys high. The part of the existing care home adjacent to the road is only single storey and therefore the new building would undoubtedly have more of a presence in this location. Wyre Council consider that the elevation of the building facing the road would be over bearing and that further justification is required for the size of the building.

The size of the phase 2 building is dictated by the economics of building and running an extra care development. The applicant states that a 65 unit building is the minimum size to create a viable extra care development.

To address the design issues on the frontage of the site, the west facing elevation has been 'pulled apart' so that rather than being a clean three storey facade, the appearance would be of three distinct buildings facing the road. These elements of the building would also have pitched roofs to be more reflective of the design of the residential properties elsewhere on Garstang Road. It is considered that this design is would be successful in terms of breaking up the mass of the building so that it is more reflective of the other properties in the area. Some further consideration should be given to the design on this area to reflect the comments of the Borough Council in particular by reducing the height to two storeys which would reduce the impact on the street scene. These matters including those relating to the detailed design and materials for the phase 2 building can be addressed through any reserved matters application.

Policy CDMP3 of the Local Plan also requires consideration of how buildings impact upon adjacent land users and the amenity of nearby properties. The closest property to the application site is a large house named Wheatfield House immediately to the south of the application site and is located approximately 23 metres from the existing 3 storey part of the existing care home building. The south facing elevation of the extra care building would be significantly closer (approximately 10 metres from the boundary). However, the elevation of the house facing the care home does not have any windows so addressing any overlooking or light issues. There are several other properties on the south side of Garstang Road but these all have an outlook over the fields to the west of the site and the retained trees on the site frontage would further reduce the impact of the new development on these properties.

In conclusion, it is considered that that the design of the building is broadly in accordance with Policy CDMP3 provided that further consideration of the design of the phase 2 building is carried out as part of any reserved matters application and that details of the materials and landscaping of the phase 1 care home building are the subject of conditions to any full permission.

## Ecology

The site includes an area of landscaped garden including several mature trees and hedgerow and a former orchard in the north eastern corner of the site. Several of these trees including some within the orchard area would require removal in order to

construct the phase 1 building. Old orchards qualify as priority habitats where the NPPF aims to promote the conservation, restoration and enhancement of such areas. The proposal would also require the demolition of the existing care home together with a number of outbuildings, all of which are potential bat habitat. In addition, there are a number of field ponds in the area close to the site and therefore the application could form terrestrial habitat for Great Crested Newts.

The NPPF (paragraphs 170 and 175) requires that planning decisions should minimise impacts on biodiversity. If significant harm to biodiversity cannot be avoided, adequately mitigated or compensated for, then planning permission should be refused.

The application is accompanied by an ecological appraisal. This has included a phase 1 survey of general ecological habitats of the application site together with specific surveys for protected species including bats and great crested newts. There are five ponds within 250 metres of the site of which three are within 50 metres of the site boundary and which were surveyed for GCN's. The other two ponds are located more than 220 metres to the south and access to these ponds was not possible so were not surveyed. No GCN's were found any in of the three ponds that were surveyed.

In terms of bats, all the existing buildings on the site were subject to external survey to identify features which might be attractive to bats. The buildings were found to be generally good condition with no gaps or holes which could be used by bats. However, the height of the main care home building was a limitation to the survey undertaken from the ground and it was not possible to make an internal survey of this building due to COVID 19. Activity surveys were undertaken which found some use of the site by several bat species but none of the trees on the site were found to have significant bat roost potential.

The phase 1 survey found that the grounds of the existing care home are mainly comprised of amenity grassland with low ecological value. The hedgerows within the site are species poor but as all hedges are a UK priority habitat, the appraisal recommends that they are retained where possible and where loss is unavoidable, they should be transplanted or replaced. The appraisal concludes that there are no significant ecological interests on the site and that any residual impacts (for example through the removal of the trees and other vegetation within the interior of the site) can be adequately compensated for.

The LCC Ecologist considers that the main impacts of the development relate to the impacts on the orchard, loss of trees, hedgerows and shrubs and potential impacts on bats and great crested newts and nesting birds.

In relation to the impacts of European protected species, the LCC Ecologist considers that due to the inability to survey the interior of the existing care home building, the survey effort has been insufficient to properly understand the value of the site for bats. She acknowledges that an internal inspection is not possible currently but that a further external flight survey should be undertaken instead. Such surveys can only be undertaken during the late spring / summer period. However, the existing care home building is of reasonably modern construction and has been well maintained and does not contain features that would make it especially attractive to bats. Although this outline application does include the demolition of the existing care home building, the

demolition is only required prior to the extra care building proceeding which would require a further reserved matters application to be approved. Conditions could therefore be attached to any permission to require further bat surveys including, if necessary, of the interior of the building prior to any demolition taking place. This would allow a further assessment of the value of the building for bats and the need for any mitigation.

In relation to GCN's the LCC Ecologist has considered the applicant's further information in relation to risk of the development affecting GCN's and has concluded that the development could proceed using reasonable avoidance measures including the measures / methods of working that she specifies in a suggested planning condition.

The other important ecological impact relates to the orchard area in the north eastern corner of the site which may be a relic of the previous use of the site as a workhouse. Orchards are priority habitats and therefore should only be impacted upon if there are no reasonable alternatives. Some of the orchard trees would require removal to create the new care home building as some regrading of levels is required due to the sloping site and these impacts are unavoidable. It is therefore appropriate to consider mitigation. The County Council owns a former playing field directly to the north of the application site which is now used for agriculture and informal recreation. The applicant has proposed a habitat mitigation scheme on this area to mitigate for the other losses on the site. Subject to the mitigation being the subject of a planning condition, the impacts on the Orchard area and other vegetation within the site are considered acceptable.

#### Flooding / drainage

The site is located in flood zone 1 (area at least risk of flooding). Currently all surface and foul water from the site drains to a combined sewer. The proposal would increase the impermeable area of the site from 2085m<sup>2</sup> to 5681m<sup>2</sup> and therefore would increase the rates and volumes of surface water from the site.

Paragraph 163 of the NPPF requires planning authorities to ensure that development does not increase flood risk elsewhere. Applications for sites above 1 ha in area should be supported by a flood risk assessment and it should be demonstrated that development is flood resistant and resilient and incorporates sustainable drainage systems unless there is clear evidence that they would be inappropriate. Policy CDMP2 of the Wyre Local Plan relates to Flood Risk and Surface Water Management and requires that major development will be expected to include sustainable drainage measures unless demonstrated to be inappropriate and that all development should achieve green field run off rates and comply with the drainage hierarchy set out in the policy.

The applicant has submitted a flood risk assessment which estimates the additional surface water run off from the development and how this can be managed. The assessment finds that discharge to soakaway or to a surface water course is not possible. Therefore, it is proposed to discharge surface and foul water to the sewer as existing and to regulate the discharge rates using underground geocellular storage or

large diameter pipes. These methods would allow retention of excess storm water to avoid surcharging the sewer network and would limit flows to 16 l/second.

The Lead Local Flood Authority have made several observations on the applicant's drainage strategy which they would prefer to resolve prior to determination but which they acknowledge could be the subject of a planning condition. Their comments relate to the method of calculating the run off rates, the method used to control volume of discharge, the need to consider flooding within the development site itself and to ensure that any land regrading does not divert surface water onto land that is not current subject to flooding. United Utilities have raised similar issues in addition to comments in relation to direct impacts on their foul and surface water infrastructure.

Although the proposed means of managing water from this site falls at the lowest level of the hierarchy within Policy CDMP2, the applicant has demonstrated why more preferable measures are not possible on this site. There is room within the site to include underground systems such as geocellular storage or over sized pipes to reduce discharge rates to the levels required by the policy. It is therefore considered that the exact designs of these systems should be made the subject of a planning condition. With such a condition the proposal complies with paragraphs 163 and 165 of the NPPF and Policy CDMP2 of the Wyre Local Plan.

United Utilities have raised comments about the impacts on their existing infrastructure. None of the new buildings would directly overly the routes of any existing water mains or sewers. The applicant is aware of the location of this infrastructure and the development has been planned so that no diversions are required as a result of any other aspects of the development.

#### Contaminated Lane / Noise Issues

Wyre Borough Council have suggested in their response that the applicant should undertake a contaminated land assessment. Although the site did have a previous use as a workhouse, the County Council's Archaeologist considers that it is very unlikely that any activities took place on the site to give rise to contamination issues.

The Borough Council also consider that an assessment of noise impacts on the future residents should also be undertaken. Although it is important to ensure that any future residents of the home have a reasonable level of amenity, the traffic levels on Garstang Road are not considered to be so great as to give rise to unacceptable levels of noise. All the windows within the extra care development would need double glazing in order to meet building control standards for thermal insulation which would also ensure the required degree of acoustic attenuation.

#### Conclusions

There is an identified need to replace the existing care home and to provide extra care facilities in Lancashire due to demographic changes and an increase in the proportion of population with long term care needs. The extra care facility would increase the supply of suitable housing for these groups and delay the need for elderly people to move to residential care.

Although part of the proposed development would be outside the settlement boundary and within an area of separation it is considered that the development would not unduly encroach on the countryside or result in the gap between Garstang and Bowgreave being materially narrowed such that it would be contrary to the Local Plan.

Although the proposals would have a number of impacts in relation to traffic, design, ecology and water, it is considered that the impacts of the development can be controlled to acceptable levels by conditions.

#### Human Rights Act Considerations

In view of the design, location and nature of the development, it is considered that no Convention Rights set out in the Human Rights Act 1998 would be affected.

#### Equality Act Considerations

This development has the potential to affect persons with protected characteristics as identified by the Equality Act 2010. Section 149 of the Equality Act requires a public authority to have due regard to the need to eliminate discrimination and advance equality and foster good relations between persons who share protected characteristics and those who do not. The development would provide accommodation for the elderly and other sectors of the population with particular care needs. The development would enable a proper standard of care and housing for these sectors of the population and the development has been phased and designed to ensure that the care needs of the existing and future residents would be safeguarded and would therefore seek to meet the relevant aims of the Equality Act 2010.

### **Recommendation**

That planning permission be Granted subject to the following conditions:

#### **Time Limits**

1. The development shall commence not later than 3 years from the date of this permission.

*Reason: Imposed pursuant to Section 91 (1)(a) of the Town and Country Planning Act 1990.*

#### **Working Programme**

2. The development shall be carried out, (except where modified by the conditions to this permission), in accordance with the following documents:
  - a) The Planning Application received by the County Planning Authority on 20th November 2020
  - b) Submitted Plans and documents:

Plan PRP 22 00 DR A 20001 A - Site location plan  
 Plan PRP 22 00 DR A 20026 C - Care Home Energy Centre  
 Plan PRP 22 00 DR A 20200 B - Proposed Extra Care Level O GA Plan  
 Plan PRP 22 00 DR A 20201 B - Proposed Extra Care level 1 GA Plan  
 Plan PRP 22 00 DR A 20202 B - Proposed Extra Care Level 2 GA Plan  
 Plan PRP 22 00 DR A 20029 A - Proposed sections through extra care  
 Plan PRP 22 00 DR A 20100 G - Proposed ground floor plan  
 Plan PRP 22 00 DR A 20101I - Proposed level 1 plan  
 Plan PRP 22 00 DR A 20102 H - Proposed level 2 plan  
 Plan PRP 22 00 DR A 20103 - Proposed roof plan  
 Plan PRP 22 00 DR A 20120 E - Proposed south east and south west elevations  
 Plan PRP 22 00 DR A 20121 E - Proposed North East and North West Elevations  
 Plan PRP 22 00 DR A 20130 D - Proposed sections AA and BB  
 Plan PRP 22 00 DR A 20131 - Proposed sections CC and DD  
 Plan PRP 22 00 DR A 21100 E - Proposed typical bay study  
 Plan PRP 22 00 DR A 20027 C - Proposed site sections  
 Plan BGR PRP ZZ ZZ DR A 20010 I - Proposed Site Plan Phase 2.

c) All schemes and programmes approved in accordance with this permission.

*Reason: To enable the County Planning Authority to adequately control the development and to minimise the impact of the development on the amenities of the local area, and to conform with policies CDMP1, CDMP2, CDMP3, CDMP4 and CDMP6 of the Wyre Local Plan.*

3. No building works to the elevations of the Phase 1 Care Home shall commence until details of the following have been submitted to and approved in writing by the County Planning Authority:-
- a) details of the building materials to be used for the external elevations of the building
  - b) details of external lighting including measures to avoid light spill to adjacent properties
  - c) details for the hard landscaping
  - c) details of the soft landscaping including tree and shrub planting around the building and in the garden area to the rear of the building.

Thereafter, the building shall be constructed and landscaped in accordance with the approved details.

*Reason: In the interests of visual amenity and to conform with Policy CDMP3 of the Wyre Local Plan.*

4. The finished floor levels of the care home and extra care building shall be as shown on drawing BGR PRP ZZ ZZ DR A 20010 I - Proposed Site Plan Phase 2.

*Reason: in the interests of the visual amenities of the area and to conform with Policy CDMP3 of the Wyre Local Plan.*

5. No development of the Phase 2 extra care home building shall commence until details of the following have been submitted to and approved in writing by the County Planning Authority;-
- a) the number of rooms / units to be provided
  - b) full details of the location, dimensions, elevations and building materials
  - c) the treatment of the elevation of the building facing Garstang Road including the height of this elevation.
  - d) the numbers of staff to be employed
  - e) the location of kitchen facilities and the means of ventilation provided.
  - f) details of external lighting including measures to reduce light spill
  - g) details of hard and soft landscaping.

The Phase 2 extra care development shall be undertaken in accordance with the approved details.

Any planting works and soft landscaping works shall be carried out in the first planting season following the completion of the Phase 2 development and thereafter maintained for a period of five years including replacement of failures, weed control and maintenance of protection measures.

*Reason: To achieve a high quality of design in the interests of the visual amenities of the area and to conform with Policy CDMP 3 of the Wyre Borough Local Plan.*

6. No development shall commence until a scheme to demonstrate how surface and foul water flows from the site shall be managed has been submitted to and approved in writing by the County Planning Authority. The scheme shall include details of the following:-
- a) details of the areas of the site that will drain to the surface water drainage system and those areas that will be surfaced in permeable materials or which will drain to soakaways or other sustainable drainage systems
  - b) the proposed discharge rates of surface water into the combined sewer. The proposed rates should enable compliance with the DEFRA standards for sustainable drainage systems.
  - c) the means of attenuating surface water flows including use of over sized pipes or geocellular materials including details of the location and design of such measures
  - d) measures to manage surface water flow paths arising from changes in land levels as a result of the development.

- e) details of how the drainage measures for the care home and extra care development will be phased.

The approved drainage measures shall be implemented as part of the construction of the development and shall be maintained in working order at all times.

All drainage from the extra care development shall be connected into the drainage facilities that are contained in the approved scheme and programme.

*Reason: In the interest of the sustainable management of surface water and to conform with Policy CDMP2 of the Wyre Borough Local Plan*

## **Highway Matters**

- 7. Prior to the phase 1 care home development being brought into use, the access including pedestrian footway shall be laid out as shown on Plan BGR PRP ZZ ZZ DR A 20010 Rev I - Proposed Site Plan Phase 2.

*Reason: In order to secure safe and convenient vehicular and pedestrian access to the site and to conform with Policy CDMP6 of the Wyre Borough Local Plan*

- 8. Prior to the Phase 1 development being brought into use, a scheme of sustainable transport improvements shall be submitted to and approved in writing by the County Planning Authority. The scheme shall include details of the following:-

- a) details of improvements to the bus stop provision at the existing north and south bound bus stops adjacent to the site including the phasing of the improvement works
- b) improvement and widening of the pavement along the frontage of the site including as far as the bus stop on the southbound side of Garstang Road.
- c) improvement of the site access to demonstrate that the swept paths shown on drawing 3170 -SPO2 Rev A can be achieved.
- d) details of secure cycle parking to be provided within the site including location and types of provision
- e) details of electric vehicle charging points to be installed in the car park including number of points and their location.

The works contained in the approved scheme shall be implemented prior to the phase 1 care home development being brought into use.

*Reason: In the interests of sustainable transport and to conform with Policy CDMP6 of the Wyre Local Plan.*

9. The car parking including disabled parking spaces shall be laid out and marked out on the surface of the parking areas as shown on Plan BGR PRP ZZ ZZ DR A 20010 I - Proposed Site Plan Phase 2.

The spaces shown on the drawing as parking for the care home shall be made available prior to the care home being opened. The spaces shown on the drawing as parking for the extra care building shall be made available prior to phase 2 of the development (extra care) being opened.

*Reason: In order to secure appropriate levels of parking provision and to conform with Policy of the Wyre Brough Local Plan.*

### **Landscaping**

10. The trees marked as 'existing tree to be retained' on drawing BGR PRP ZZ ZZ DR A 20010 I - Proposed Site Plan Phase 2 shall be protected and retained during construction works. The trees to be retained shall be marked or enclosed by fencing to prevent accidental removal or damage during construction works.

*Reason: In the interests of the visual amenity and to ensure the proper landscaping of the site and to conform with Policy CDMP4 of the Wyre Borough Local Plan.*

### **Construction works**

11. No construction development, delivery or removal of materials shall take place outside the hours of:

07.30 to 18.00 hours Monday to Friday (except Public Holidays),  
08.00 to 13.00 hours on Saturday.

No construction development, delivery or removal of materials shall take place at any time on Sundays or Public Holidays.

This condition shall not however operate so as to prevent the carrying out, outside of these hours, of essential repairs to plant and machinery used on the site.

*Reason: To safeguard the amenity of local residents and adjacent properties/landowners and land users and to conform with Policy CDMP1 of the Wyre Borough Local Plan.*

12. During construction works of the Phase 1 or Phase 2 buildings, all construction worker car parking shall be provided within the site. No construction worker parking shall take place on Garstang Road.

*Reason: In the interests of highway safety and the amenity of local residents and to conform with Policy CDMP1 and CDMP4 of the Wyre Borough Local Plan*

13. Measures shall be taken at all times during construction works to prevent the deposit of mud, dust or other deleterious materials on Garstang Road by construction vehicles leaving the site.

*Reason: In the interests of highway safety and local amenity and to conform with Policy CDMP1 and CDMP4 of the Wyre Borough Local Plan.*

14. Measures shall be taken at all times during construction works including the demolition of the existing care home building to minimise the generation of noise and dust.

*Reason: In the interests of the amenity of local residents and to conform with Policy CDMP4 of the Wyre Borough Local Plan.*

## **Ecology**

15. No demolition of the existing care home building shall take place until further surveys to determine the ecological value of the building for bats have been undertaken and the results of the surveys submitted to the County Planning Authority. If the results of the survey indicate that the existing building is used as roosting habitat by bats, details of mitigation measures to be installed at the site shall be submitted to the County Planning Authority for approval in writing.

Any mitigation measures contained in the approved scheme shall be implemented prior to the existing home building being demolished and thereafter be retained.

*Reason: In the interests of ecology and to conform with Policy CDMP4 of the Wyre Borough Local Plan.*

16. Within six months of the commencement of the development, a scheme of ecological and landscape mitigation shall be submitted to the County Planning Authority for approval in writing. The scheme shall include details of the following:-

- a) details for the provision of replacement tree and hedgerow planting on the land to the north of the site including layout of planting, numbers, species, types and sizes of trees and shrubs to be planted, planting techniques and protection measures
- b) details for replacement orchard planting to mitigate for the impacts of the development on the orchard area. The details shall specify the location of replacement orchard planting, including the numbers and species and sizes of trees, protection measures and planting techniques

- c) measures to provide bird nest boxes including types of boxes and their locations.

The approved planting and mitigation measures shall be implemented in the first planting season following the approval of the scheme and shall thereafter be managed and maintained for a period of five years including weed control, replacement of failed plants and maintenance of protection measures.

*Reason: In the interests of ecology and landscape mitigation and to conform with Policy CDMP4 of the Wyre Local Plan.*

- 17. The development of the site shall take place in accordance with the following Great Crested Newt Avoidance measures:
  - a) All mown areas of the site shall be maintained in that condition at all times.
  - b) Clearance works of suitable amphibian habitat including log piles, piles of rubble, trees and hedgerows and scrub shall only take place during March to September outside of the amphibian hibernation period. Before any such habitats are cleared, they shall be subject to a hand search by a licenced ecologist immediately prior to any works commencing.
  - c) All excavations and trenches shall be backfilled or covered at the end of each working day. Excavations or trenches which are not backfilled shall be checked for amphibians each morning prior to commencement of works
  - d) If any great crested newts are encountered on the site before or during the works all works should cease immediately and the licenced ecologist contacted immediately for advice. Any other amphibians found shall be moved to a safe area or suitable habitat on site or adjacent to the site that will remain undisturbed.

*Reason: In the interests of ecology and to conform with Policy CDMP4 of the Wyre Local Plan.*

## **Definitions**

Planting Season: The period between 1 October in any one year and 31 March in the following year.

## **Notes**

This consent requires an improvement to the public highway. Under Section 184 of the Highways Act 1980, the County Council, as Highway Authority, must specify the works to be carried out. Only the Highway Authority or a contractor approved by the Highway Authority can carry out these works. Before any works to the access commence you should contact Lancashire County Council Highways quoting the planning permission reference.

## **Local Government (Access to Information) Act 1985**

## List of Background Papers

Paper	Date	Contact/Directorate/Ext
-------	------	-------------------------

LCC/2020/0069		
---------------	--	--

Jonathan Haine		
Planning and Environment		
534130		

Reason for Inclusion in Part II, if appropriate		
N/A		