

Proposed Bourbles Quarry: on land off Bourbles Lane, Nr Preesall, Lancashire



PLANNING STATEMENT

Planning Application to allow the extraction and processing of sand & gravel including the construction of new site access roads, landscaping and screening bunds, minerals washing plant and other associated infrastructure with restoration to leisure end-uses, agricultural land and biodiversity enhancement using Imported Inert Fill.

July 2023



THE BAXTER
GROUP



Quality Assurance Review

Project Name: Proposed Bourbles Quarry
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Project Ref: BFQ Planning Statement.doc

Project No.: BFP/BFQ/105

Version: FINAL v1.1

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PLANNING APPLICATION KEY POINT SUMMARY

Introduction: This application is submitted for a new sand and gravel operation (Bourbles Quarry) on behalf of Baxter Group Ltd. The proposal includes the extraction and processing of Quaternary sand and gravel, including the provision of a new site access, landscaping and screening bunds to boundaries and residential properties, mineral processing plant and other associated infrastructure, on land at Bourbles Farm, Preesall, Lancashire, with restoration to agricultural land, a leisure lodge area, lakes, and biodiversity enhancement using imported inert backfill materials.

Development Proposals:

Planning Application area	20.68ha		
Potential Extraction Area:	11.9ha		
Estimated Soils & Overburden:	66,000m ³		
Estimated Imported Inert Fill:	220,000m ³		
Estimated Saleable Reserves:	0.5 million tonnes		
Overall Mean Grading:	<u>Fines</u>	<u>Sand</u>	<u>Gravel</u>
Sand and Gravel	4%	60%	36%

Quarry Hours of Operation:

Monday to Friday	07.00 to 18.00
Saturday	07.00 to 13.00
Sunday & Bank Holidays	Closed

Duration of operations: The application site will provide approximately 5 years extraction at anticipated output levels of 100,000 tonnes per annum.

Total project timescales estimated to be 7 years to end of restoration phase.

Employment: 5 on site plus additional sub-contract personnel and hauliers.

Site Access: Creation of new site access on the B5270 (Lancaster Road), located just to west of the A588 junction. This new access road will be designed to ensure all HGV vehicles leaving the quarry will turn left from the site to gain access on to the A588 only and then the local and national highway network.

No HGV's will be permitted to drive through the village of Preesall.

Environmental Impact & Mitigation: No significant noise, dust, archaeological or water impacts are predicted, but mitigation is proposed. Visual Impacts into the site will be minimised by locating the plant adjacent to the quarry access road and using the existing thick boundary hedgerow, in addition to the construction of screening bunds made with soils stripped from working areas. Additional planting and screening will also be created in the area near to the residential properties located off Bourbles Lane that will reduce the visual impact of the development to the properties. Ecological impacts have been assessed and the recommended mitigation measures are to ensure no impact on any protected or notable species or habitats. All boundary hedgerows and most major trees will be retained as part of the mineral extraction proposals.

Restoration Proposals: The proposals include a range of diverse UK and Lancashire BAP habitats (such as native woodland, wet grassland and other wetland habitats) together with pasture/ arable farmland). The larger extraction areas will be returned to grassland, arable and equestrian end uses, with plant site area restored to mainly leisure lodge activities. The restoration scheme will use imported inert backfill materials together with soils stored in landscaping bunds to raise the levels of the land back to final levels. As part of the quarry development and restoration proposals, the existing duck rearing business will be removed from the site which is considered to provide both environmental and amenity benefits for all residents of Bourbles Lane.

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1. INTRODUCTION

1.1 Background

- 1.1.1 On behalf of Baxter Group Ltd (BGL), a planning application is being submitted for the extraction and processing of just under 0.5 million tonnes of saleable sand and gravel over about 5 years with 2 years of restoration on completion of mineral extraction on land at Bourbles farm, near Preesall, Lancashire. The proposed quarry site is referenced as "Bourbles Quarry", due to its location adjacent to the historical farm complex. The site location is shown on Plan PA23-1.
- 1.1.2 The application includes proposals for the construction of a new access road into the quarry site off the B5270. The proposals also include landscaping and screening bunds, mineral processing plant and other associated quarry infrastructure. The proposed restoration scheme for the site requires the importation of some 220,000m³ of inert backfill to return the majority of the site to original levels for agricultural and restoration objectives.
- 1.1.3 The area of the planning application comprises some 20.86 hectares, with a proposed mineral extraction area of about 11.9ha. The application area comprising mainly large arable and grazing fields with a large duck breeding pen present within the site as shown in Plan PA23-2. Baxter Construction Ltd is the applicant and will operate the site to supply its own local construction business and also supply some local concrete businesses and building merchants. Some of the application area is held in the ownership of Baxter Construction Ltd, with all of the other proposed development land available for quarry development in the control of the applicant via legal agreements.
- 1.1.4 The planning application is accompanied by a separate Environmental Statement (ES) that addresses the impact of the proposals and recommends mitigation measures where they are deemed necessary, to minimise any impact on the local and wider environment. The ES takes on board the formal Scoping Opinion issued by the Lancashire County Council dated 10th August 2022 and amended 22nd November.
- 1.1.5 The development proposals have been the subject of an array of public scrutiny with information provided to a number of local residents and an action group. A number of key statutory organisations have also been directly consulted as part of the pre-development planning work.
- 1.1.6 One of the principal landowners of the proposed mineral development area currently operates a fishing lake angling enterprise (named HyFly Fisheries). However, the usage levels of the Fishery have, have diminished over the last decade and continue to do so.

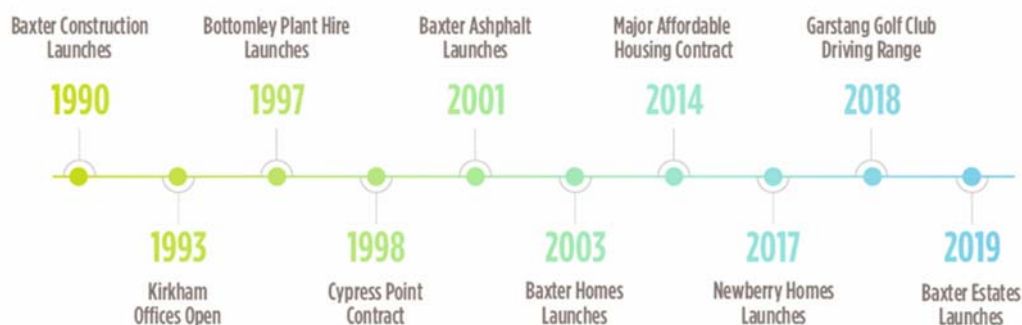
- 1.1.7 It is considered that the reduction in use of the fishery is due mainly to the changes in requirements and expectations of the fishing lake customers, together with the change in customer demographics. The current expanding trend for fishing establishments is for the additional provision of quality short stay holiday accommodation to accommodate fishing activities adjacent or within larger fishing lakes developments.
- 1.1.8 An integral part of the proposed restoration scheme following mineral extraction will therefore afford the opportunity to provide a “small-scale” leisure lodge facility of 10 to 12 high quality lodges for use in conjunction with fishing holiday breaks. It is proposed that the leisure lodges development will add high quality tourism benefits to the local economy, albeit on a small scale, that diversify the agricultural operations whilst also removing the need to re-instate the duck breeding pens that have been present on the site for many years.

1.2 The Approach to the Planning Application

- 1.2.1 Initial pre-application discussions on the proposed mineral extraction scheme were held with Lancashire County Council in January 2022, which also included liaison and discussion with the minerals Planning Officer. An Environmental Impact Assessment (EIA) Scoping Opinion was sought from Lancashire County Council (LCC) in June 2022 for the land off Bourbles Lane, Preesall and a detailed response was received on the 10th August 2022 and amended in November 2022. This is included in Appendix 1 of the Environmental Statement.
- 1.2.2 This planning application supporting statement includes a detailed description of the proposed development, geology, policy and an assessment of need. The planning application is also accompanied by an Environmental Statement (ES) and a Non-Technical Summary (NTS).
- 1.2.3 A series of discussions and liaison has been had with local residents to discuss the proposals, together with extensive liaison with local groups who have an interest in the proposed scheme. Discussions have included the working scheme and restoration and as part of these discussions, the proposed extraction scheme and landscaping near to the properties has amended to reduce the potential impacts and bring forward advanced landscaping and planting.
- 1.2.4 This application is submitted in accordance with the provisions of the Town and Country Planning Act 2017 which requires matters governing the minerals development to be determined by Lancashire County Council.

1.3 The Applicant

1.3.1 The Planning Application is submitted by Baxter Group Ltd (BGL) who are significant, independent, family owned building and construction company based in Kirkham, Lancashire. The business was launched in 1990, with a range of subsidiaries developed over the past 30 years, as shown below;



1.3.2 BGL is operated with a strong family ethic, focused on building relationships with all stakeholders, including our employees, subcontractors, customers and end users, who have been accredited with the national quality standard award “Investors in People” recognising the group’s commitment to improving performance through its valued team of employees. Investors in People is a standard for people management, offering accreditation to organisations that adhere to the Investors in People Standard.

1.3.3 The Baxter Group have also been awarded “Construction Business of the Year” at The Wyre Business Awards 2019, which is awarded to businesses based in Wyre to those that contribute to the growth of the Wyre economy. The award is judged independently by a panel of local business people, together with other significant local bodies.

1.3.4 The application area termed “the site” is partly owned by BCL but does comprise a number of separate landownerships where the rights to extract the minerals has been obtained by BCL and the restoration scheme approved by all parties.

1.3.5 It should be noted that BGL have worked extensively with a range of community organisations and bodies, including partnering with the AFC Fylde Community Foundation, Blackpool Sixth Form College and Baines School, to improve the lives of young people, with initiatives to improve mental health, deliver careers education, and give young people new experiences as well as an all-round education. BCL continue to believe in helping to create and support local communities, as well as enabling their own staff and associated contractors and third party employees to reach their full potential, through encouragement of a strong family ethos.

2. THE SITE

2.1 Site Description

- 2.1.1 The Proposed Bourbles Quarry (The Site) is centred at grid reference SD377 476 and the site lies within the administrative boundary of Preesall Parish and within the Wyre Council area, located within the County of Lancashire. The Site covers a number of agricultural holdings and lies directly adjacent to land previously worked for sand and gravel. The site is located approximately around 1.5km to the east of the village of Preesall and 2.5km south west of Knott End-on-Sea as shown in Plan PA23-1, with the extent of the site indicated in Plan PA23-2.
- 2.1.2 The application area extends to approximately 20.68 hectares (about 51.1 acres) of mainly arable and general agricultural land, with small lakes and a large fenced "duck breeding pen". The site is bounded by arable fields and with isolated farm and residential properties. There are small-scale commercial businesses operating near the site boundaries, including a kennels, equestrian fields and a small caravan park. A series of recent photographs of the site and surrounding area are given Appendix 1.
- 2.1.3 The main road in the area is the A588 that connects Fylde to Lancaster. This is accessed from the site via a minor road (Bourbles Lane). However, it is proposed that a new access will be developed as part of this planning application where a link will be constructed from the main Bourbles Quarry area to the B5370 (Lancaster Road) that forms the south-western limits of the application area. This road links directly with the A588 about 300m to the east of the proposed new site access. These local roads and the application area are shown in Plan PA23-2.
- 2.1.4 The Site lies in an extensive area of very low relief on the Fylde coastal plain, located between 5m -10 m AOD. A series of small, raised areas are located to the west of the site, with the highest local elevation of 25m AOD recorded near Preesall, about 1.5km to the west. The central part of the application area is generally located on a slightly raised area of ground with a break in slope at the northern and southern site boundaries, approximately coinciding with the 5m AOD contour line.
- 2.1.5 Within the site boundary, surveyed levels range between 4.8m – 6.7m AOD, with the surface topography being generally flat lying or very gently undulating, with ground levels generally falling towards the drainage ditches that form the site boundaries.
- 2.1.6 The site mainly comprises flat-lying agricultural land that is divided into a series of large arable and grass fields located either side of Bourbles Land, with a series of small fishing lakes lying central to the proposed development.

2.1.7 The coastal plain is separated from the sea (Morecambe Bay) by a large-scale flood defence wall that extends westwards from Knott End-on-Sea eastwards all along the coastline. A series of other local flood defences are also present in the area.

2.2 Drainage and Water Courses

2.2.1 The site is located across the catchment divide between the River Wyre, 3km to the west and Piling Water/Broad Fleet, 3km to the east. Field drains commencing 650m to the west of the site flow directly to the River Wyre and drains commencing 700m to the east of the site boundary flow towards Piling Water/Broad Fleet. Drainage in the surrounding area is dominated by field edge ditches and dykes, the largest of which are Wheel Foot Watercourse, Middle Dyke and Cocker's Dyke. These are designated as 'Main' rivers and flow into Morecambe Bay to the north of the site.

2.2.2 The headwaters of the Middle Dyke and Cocker's Dyke commence close to the northern boundary of the site. A separate network of drains also designated 'Main' river drain areas are located to the south of the site. The headwaters of these drains commence in the southern part of the site and then flow southwards, to Stalmine Watercourse and eventually the River Wyre, 3.5km to the southwest of the site. There are also several pumping stations throughout the area, particularly near the coast, where pumping is needed to ensure that water will discharge when sea levels are high.

2.2.3 There are three fishing lakes are located on the Bourbles Farm site, two of which have been excluded from the planning application and the third (the most southerly) is present within the redline area. Typical water levels are recorded at around 5.2m AOD. All three of these lakes, together with a series of other local water bodies have been created following the extraction of sand and gravel during the post war period.

2.2.4 The variable observed and recorded water levels in the southern lake (commonly very low during the summer months) indicates that this waterbody is probably "unlined". The water levels in this lake appear rise and fall with the variation in the recorded groundwater, with the more northerly two lakes having generally static water levels.

2.3 Public Rights of Way

2.3.1 A footpath crosses the central part of the site, passing south through the fishing lake areas from Bourbles Lane, then trending south-westwards across open farmland outside of the site boundary to Gaulters Lane. This footpath is referenced a 2-3 FP28 on the published register of local footpaths.

2.3.2 Bourbles Lane is a designated Bridleway (ref: 2-3 BW 21) that passes adjacent to or through the site. These Public Rights of Way (PRoW) are shown on plan PA23-2.

- 2.3.3 It is proposed that these PRow will be retained in their existing locations through-out the operation of the quarry and restoration phases. However, they will require fencing and also designated crossing points will need to be installed where quarry vehicles will need to enter the quarry site from the mineral extraction areas.
- 2.3.4 It is proposed that the crossing points on Bourbles Lane from Phase 2 and from Phase 3 will be constructed with a concrete pad to ensure no damage to the Lane, with signs installed to alert Bridleway users and cars using the lane that vehicles will be crossing.
- 2.3.5 The footpath passing through the lake areas will be fenced with signs to alert footpath users of the potential for passing vehicles. These crossing points are all temporary, short-term and will be removed on completion of the site operations.

2.4 Services & Utilities

- 2.4.1 The site and the adjoining land is crossed by a series of overhead and underground services that comprise local utilities (BT electric) on overhead lines, together with major underground services (water and gas) trending east-west through the central part of the site. These major pipes appear to follow the historical trace of the Knott End railway line that passed through the area.
- 2.4.2 The water pipe comprises a 6-inch main that was installed around 1959, with the gas main installed around 1961. Both of these pipes pass through the site just south of the fishing lakes, beneath the duck pen area, beneath Bourbles Lane where they are clearly marked and then eastwards across the open fields. It proposed that working margins will be applied to these major utilities as required by the legal easements to ensure that they are not disturbed by the mineral extraction operations.
- 2.4.3 Due to the need to cross both of these pipes to gain access from the north to the south in the proposed plant area and also from the northern part of Phase 3 to the south, two designated crossing points are proposed that will comprise a concrete structure as set-out in the guidance provided by the utility companies.
- 2.4.4 There is an overhead electric cable trending east-west that forms the south-eastern boundary of the proposed extraction area, with an overhead BT cable that runs alongside Bourbles lane.

2.5 Designated Sites

- 2.5.1 The site lies on the Fylde Coastal Plain the coastal plain, with Preesall Sands located only about 1.5km to the north. This forms part of the wider Morecambe Bay area that is highly designated due to its bird activity and biodiversity. This area comprises two sites of international importance (SAC, SPA or RAMSAR) that occur within 2 km of the site boundary.
- 2.5.2 These are the Morecambe Bay Ramsar site that follows the coastline and the banks of the River Wyre Estuary. The Morecambe Bay Special Area of Conservation (SAC) reference also follows the coastline to the north of the site.
- 2.5.3 The coastline and the banks of the River Wyre Estuary are also designated as the Wyre Estuary Sites of Special Scientific Interest (SSSI). This is an area of intertidal estuarine flats and ungrazed saltmarsh, which has been designated for ecological reasons due to the habitat it provides for birdlife and rare flora.
- 2.5.4 There are no Local or National Nature Reserves within 2 km of the site boundary.

3. GEOLOGY

3.1 Geological Investigation

- 3.1.1 The published geological maps of the Preesall area indicate that the land is underlain by a mixed spread of Glacial deposits, comprising mainly Tidal Flat deposits of Quaternary age. These comprise mainly soft dark grey silty clays and that are occasionally consolidated. However, in a narrow zone of land between Bourbles Farm and Knott End, comprising mainly sands and gravels. The historical sand and gravel workings in this area of the Wyre District appear to be located in this mapped zone of Storm beach deposits, including the lakes present at Bourbles Farm.
- 3.1.2 There have been two phases of geological and hydrogeological borehole drilling on the site, with the borehole locations shown on Plan PA23-3 and the borehole summary given in Appendix 2. These investigations involved the drilling of shell and auger boreholes and also rotary auger boreholes to collect bulk samples for analysis and testing. Standpipes were installed in a number of exploration boreholes to enable monitoring of the groundwater levels across the site.
- 3.1.3 The boreholes were drilled proved sand and gravel comprising brown, good quality medium to coarse Sand & Gravel with some cobbles, overlain by thin soils which are generally less than 0.5m thick. All the boreholes were terminated in a grey, very silty sand deposit, which also contains black organic material and fine shell fragments. It is considered that this material is too fine grained and silty to produce a saleable product,
- 3.1.4 The mineral proved in the boreholes ranges from around 1.5m to over 6m in thickness, having mean thickness of around 2.8m. The sand and gravel deposit is mapped to be present in a general zone trending north-west to south-east across the areas, as shown by the historical lakes where historical extraction has taken place. Areas of very thin mineral and "barren" ground were also proved when moving away for the main mineral zone, thus the proposed processing plant has been located in the central part of the site where only nominal mineral is present.
- 3.1.5 A brief geological summary is included in Appendix 2 that contains a range of sample photographs, together with laboratory test results and sample gradings of typical borehole samples.
- 3.1.6 The location of the boreholes drilled and all the major features on the site were surveyed by Greenfield Environmental Ltd, with the site survey co-ordinated to the Ordnance Survey via the Trimble VRS system.

3.1.7 The recorded water table within the boreholes during drilling lies at a depth of about 0.8m to 1.5m below ground level across the majority of the site, thus the sand and gravel will require a limited amount of de-watering for dry working, especially in the central and eastern parts of the site.

3.1.8 In the western (Phase 1 area), the mineral deposits proved are generally thicker (around 4.5m to 6m) with the basal 3m lying below the water table. In this area it is assumed that the upper part of the mineral (above the water table) will be extracted first with the underlying mineral worked "wet" without any de-watering.

3.2 Mineral Quality

3.2.1 The laboratory testing of borehole samples confirms that these mineral deposits proved at the proposed Bourbles quarry comprise some 36% gravel (+4mm), with the mean sand fraction (-4mm +63 μ m) of around 60% of the deposit. The sand fraction does vary in the borehole samples from 33% to a maximum recorded content of 80% in the pebbly sand unit.

3.2.2 The gravel is formed mainly of dark grey to black igneous sub-rounded to angular pebbles, with a range of purple and reddish brown rounded vein quartz and quartzite pebbles with occasional oversize cobbles present. The sand fraction comprises mainly quartz and some mafic grains. The overall mean silt content is recorded as 3.1%, that ranges from 0.7% to a maximum proved of 9.4%.

3.2.3 Laboratory testing of the typical gravel material from the borehole samples tested confirms that the gravel is hard and durable (10% Fines Value – 300kN), with a low water absorption (0.2%) and a low Magnesium Sulphate Value of 3.2%.

3.2.4 These laboratory results confirm that the sand and gravel proved on the Site is a high quality mineral deposit, that following washing and grading, can be used in a range of concrete products, drainage aggregates and other high specification construction materials for the building and construction sectors.

3.3 Mineral Resource

3.3.1 The mineral resources proved on the Bourbles Quarry Site lie within a proposed extraction area of around 11.9ha. To release the workable sand and gravel reserves proved across the site, it is estimated that approximately 66,000m³ of mainly top soil and sub soil overburden will have to be stripped from the proposed excavation area. This overburden ranges in thickness from only 0.3m to around 0.7m.

3.3.2 Within the identified extraction area, it is estimated that some 513,000 tonnes of in-situ sand and gravel may be present across the site, that is proposed to be extracted within a series of separate phases, as shown in Table 1 below.

3.3.3 Following extraction, washing/processing and screening, it is estimated that about 487,000 tonnes of saleable aggregate products may be available. It is proposed that these sand and gravel aggregate products will be sold into the local Lancashire market, over a period of about 4 to 5 years. This assumes an output of 100,000 tonnes per annum.

Table 1 Mineral Resources – Proposed Bourbles Quarry

Phase	Extraction Area (ha)	Bulk Extraction Volume (m3)	Overburden Volume (m3)	Range of S&G Thickness (m)	S&G Volume (m3)	In-situ Resource (tonnes)	Saleable Tonnage (tonnes)
Phase A	1.6	22,000	9,000	0.5m - 3.6m	19,000	34,200	32,490
Phase 1	2.4	101,000	15,000	3.8m - 5.9m	95,000	171,000	162,450
Phase 2	1.1	22,000	6,000	0.8m - 1.7m	16,000	28,800	27,360
Phase 3	4.9	128,000	22,000	1.2m - 3.2m	91,000	163,800	155,610
Phase 4	1.9	128,000	14,000	2.9m - 3.6m	64,000	115,200	109,440
TOTAL	11.9	401,000	66,000		285,000	513,000	487,350

3.4 Material Properties and Geotechnical Parameters

3.4.1 For the stability analysis a ground profile has been assumed comprising 0.6m of soil overlying 3.6m of pebbly sand, directly overlying grey silty clay. A groundwater level of 1.6m below ground has been assumed, with a broad cone of depression to the foot of the cut face, based on the anticipated high permeability of the pebbly sand.

3.4.2 The cut quarry faces will only be left open for a short period of time before imported inert material or quarry derived material from the basal silts, will backfilled against the face thus there is no requirement for the faces to remain open and stable under long-term conditions. The overburden soils are considered to be undrained in this short-term condition.

3.4.3 The laboratory grading test data and material descriptions have been used to assess the anticipated geotechnical properties of the materials in accordance with BS 8002 Code of practice for earth retaining structures. The overburden is recorded to be soft to firm with bulk unit weight for the overburden of 19kN/m³ has been assumed, which is a conservative assumption in a slope stability context.

- 3.4.4 The drained angle of shearing resistance of the pebbly sand has been estimated as 31° , based on the BS8002 guidance assuming only marginal shear strength increase due to the grading of the sand and its density. No drained cohesion has been taken in the analysis. A bulk unit weight of 18kN/m^3 has been assumed.
- 3.4.5 The basal grey silty clay has been assigned properties of a drained friction angle of 25° , drained cohesion of 0.5kN/m^2 and bulk unit weight of 17.5kN/m^3 , based on the guidance in BS 8002.
- 3.4.6 A slope stability has been analysed using SLIDE software to determine the factor of safety (FoS) of the proposed extraction design.
- 3.4.7 The excavation slopes have been designed at a single slope of 1v:2h, for which the slope stability analyses indicate a minimum factor of safety (FoS) of 1.2. This factor of safety is considered satisfactory for slopes in the short-term condition, as progressive backfilling against them within a few weeks of the face being cut will reduce the potential for any face failure to occur.
- 3.4.8 The faces will be backfilled in accordance with the restoration scheme for the site to prevent deterioration of the exposed overburden and sand and gravel faces to ensure long term stability along the limits of extraction.
- 3.4.9 Adjacent to the gas main and water pipe, it is proposed that the legal easement will not be impacted as part of the works, other than to construct a crossing point for vehicles using the design parameter agreed with the utility companies. The excavation of the mineral either side of the pipes is considered low risk due to the generally shallow nature of the mineral deposit (total excavation around 2m-3m) thus no additional geotechnical assessment is considered necessary as part of the quarry proposals.

4. SUMMARY OF THE PROPOSED QUARRY DEVELOPMENT

4.1 The Proposals

- 4.1.1 The Sand & Gravel reserves within the proposed extraction area will be extracted on a progressive basis over a period of about 5 years. The level of output from the site is expected to average some 100,000 tonnes per annum extracted within four separate phases (see Plan PA23-4), with a proposed restoration scheme back to mainly agricultural land with some leisure development and lake areas, using imported inert fill materials (about 220,000m³ in total).
- 4.1.2 It is not proposed to deposit any imported inert material within the Phase 1 area, with restoration carried out using excavated bedrock grey silty clay sourced from the plant area (lagoon excavation) and from the Phase 2 area where a large lake is proposed as part of the restoration. The restoration phase of the proposals may take a further 2 years to complete to return the site back to agricultural land at pre-development levels.
- 4.1.3 The basis of the Phased Development Scheme is to extract mineral and restore the site in an efficient and timely manner to minimise areas of disturbed ground at any one point in time and to allow the flexibility to mitigate/ reduce any potential adverse effects associated with the development. All sand and gravel extraction within each proposed phase of working will be excavated in a series of dedicated "campaigns" over periods of around 4-6 weeks. These campaigns will take place generally twice or up to three times in year, mainly during the spring through to the early autumn.
- 4.1.4 These operations minimise the amount of day-to-day disturbance over a calendar year and will also ensure works are undertaken when the water table is at its lowest level and that ground conditions will be relatively firm. There are no proposals to extract the mineral deposits from the ground during the wetter winter months, but the plant will be fed using stockpiles of as-raised material formed during the summer season campaigns.
- 4.1.5 It is proposed that the site development will progress over six defined phases of operation comprising four mineral extraction phases, a final restoration phase together with a requirement for enabling works on the site to construct the site access roads, processing plant and clean water lagoons. This is termed as Phase A.
- 4.1.6 The broad timescales for each phase of work are given below.

- Phase A – Site Enabling Works (approx. 6 months)
- Phase 1 – North-western area of site (approx. 18 months).
- Phase 2 – North of Bourbles Lane (approx. 6 months)
- Phase 3 – East of Bourbles Lane (approx. 18 months)
- Phase 4 – Central area including duck pen (approx. 12 months)
- Phase 5 – Completion of infilling, processing plant removal and final restoration (approx. 2 years).

4.1.7 The Environmental Impact Assessment (separate document) confirms that the overall quarry development could be carried out with limited effects on the local landscape or community.

4.1.8 As described in this submission, there would be no significant adverse impacts from the development proposals on:

- areas of ecological or geological interest within or adjacent to the site;
- historic buildings or archaeology;
- hydrology & flood risk;
- groundwater:
- the noise environment;
- air quality;
- local highway network.

4.1.9 In relation to landscape and visual amenity, due to the temporary nature of the development there are No Significant Adverse Effects / Impacts predicted from the development on the surrounding environment, including the village of Preesall following the implementation of a series of mitigation measures. However, Moderate Adverse Effects / Impacts are predicted for a temporary short-term period to residents of properties in and around Bourbles Lane due to the landscaping proposals adjacent to the property boundaries. In addition, the screening bunds to provide mitigation in themselves (adjacent to the plant area and site boundaries) will give rise to minor landscape impacts during its construction and operational period. Due to the reversible effects of these mitigation measures, the long-term impacts are not considered to be significant.

4.1.10 During the phase 1, Phase 2 and Phase 4 operations near to the properties on Bourbles Lane, as shown in the phasing plans (see Appendix 3), it is considered that Moderate Adverse Effects/ Impacts may impact residents of these properties, but these will be very short-term whilst the screening bunds are created. Following the screening bund

development, it is considered that these properties will not be impacted during the mineral excavation operations.

- 4.1.11 It should be noted that all of the sand and gravel operations will be located below ground level following the stripping of soils, creation of screening bunds and the development of the working face. The backfilling operations will take place immediately the mineral is extracted near any properties, prior to restoration using overburden and soils stripped as part of the site screening works.
- 4.1.12 As part of the proposed quarry development and the long-term restoration proposals, the existing duck rearing business will be removed from the site during the early phases of the scheme. It is not proposed that the duck pens will be reconstructed, and this is considered to provide both environmental and amenity benefits for all local residents present in and around Bourbles Lane.

4.2 Site Layout & Access

- 4.2.1 The proposed processing plant will be located on the open area located in the central part of the southern field, as shown on Plan PA23-5. All of the site facilities and buildings, together with stockpiles and lagoons are shown in Plan PA23-6 (Plant layout). All overburden and soil stripped as part of the initial enabling works will be stored for screening and to retain the soils required for restoration.
- 4.2.2 It is proposed that there will be direct access off the B5270 (Lancaster Road) for both incoming and outgoing traffic, using a new site entrance located to the south of the site. The design of the of the proposed new access on to the highway will ensure that all traffic leaving the site will have to turn left from the site on to the B5270.
- 4.2.3 The proposed quarry access scheme is shown on Plans PA231-6 with the detailed highways designs shown in Plan PA21-7. The accompanying ES includes the Traffic & Transportation Assessment, together with detailed highways design and accompanying safety audit. This Phase 1 Safety Audit confirms that the access and exit proposals are considered safe in terms of highway standards.
- 4.2.4 With the highways access schemes proposed, all HGV traffic be able to join the local highway network to the local markets by only making a left turn in then accessing the A588 onto the national highway network.
- 4.2.5 Within the proposed quarry plant and compound area, a wheel wash will be installed that will ensure that no mud is carried off site on to the public highway, together with a weighbridge and offices for the administrative duties of the site. It is proposed that a sign will be installed on the site entrance to identify the site to all vehicles entering

off the A588. A car park for staff and visitors will be located within the compound area, together with spaces for up to 8 HGV's to park on the site (see Plan PA23-6).

4.3 Phased Mineral Extraction Scheme- Phase A: Enabling Works

4.3.1 The mineral within the Phase A area will be excavated following the stripping of the soils and overburden. The initial site works will comprise sand and gravel excavation to a shallow depth of around 2m, with the material stockpiled adjacent to the proposed processing plant. The excavation area will then be backfilled and compacted with suitable imported engineering fill.

4.3.2 The offices, weighbridge and site infrastructure can then be constructed on this compacted imported backfilled material with no loss or sterilisation of any mineral resources. Screening bunds will be developed adjacent to the western and eastern boundaries using soils retained for restoration.

4.3.3 A concrete crossing point over the gas and water mains will be constructed to allow access through the lake areas and into the Phase 1 area to the west. An access road will be constructed from the lakes into Phase 1 by removing the upper 1.5m of material that has historically been deposited in this area, then creating a 1.5m high bund adjacent to the road. This will ensure that dust trucks moving between the plant area and Phase 1 will be partly screened from distant views. A detailed series of plans showing the various stages of the proposed phased development are shown in Appendix 3.

4.3.4 The Phase A area will also include the development of a clean water lagoon as part of the mineral processing operations, with a silt lagoon created using the existing southern lake on the Bourbles farm site. This Phase A area will be the last part of the operation to be restored due to need for the site infrastructure, stockpiles and the processing plant. Typical processing plant and site operations are given in Appendix 4 that shows typical processing plant and equipment likely to be employed on the site.

4.4 Phased Mineral Extraction Scheme- Phases 1 to 4

4.4.1 During the early stages of the Phase 1 development, the proposed extraction area adjacent to the residential properties will commence with the soils stored adjacent to Bourbles Lane and the sand and gravel deposited in the as-raised stockpile adjacent to the processing plant. The void created will be immediately backfilled with bedrock grey silty clay from the lagoon creation then covered with soil bunds as soon as is practicable.

4.4.2 It is anticipated that these earthworks directly adjacent to the residential properties will take no more than about 6 weeks to complete, with a soil bund no more than 3m high

formed to screen the residential and commercial properties from the works. This worked area and the bund will be grass seeded in the first instance.

- 4.4.3 In the Phase 1 area, the mineral deposits proved are generally thicker than the rest of the site (around 4.5m to 6m) with the basal 3m of sand and gravel lying below the recorded water table. It is proposed that the upper part of the mineral (above the water table) will be extracted first with the underlying lower mineral worked "wet" without the need for any de-watering. The initial void created adjacent to Bourbles Lane and adjacent to the Red Lea Kennels will be immediately backfilled with bedrock grey silty clay from the Plant area then covered with soil bunds to create a screening bund, as shown schematically in the cross-section in Plan PA23-8.
- 4.4.4 These lower deposits will be extracted once a large area of space is available as the deeper sand and gravel will be deposited on the side of the excavation void to drain prior to be loaded onto dump trucks and transported to the as-raised stockpile adjacent to the processing plant. It is proposed that all of the sand and gravel will be excavated with a tracked excavator and mineral transported using standard articulated dump trucks. All of the restoration works will be carried out using standard bulldozer to blade out the deposited backfill to the required levels.
- 4.4.5 It is not proposed to deposit any imported inert material within the Phase 1 area, with restoration carried out using excavated bedrock grey silty clay sourced from the plant area (lagoon excavation and incoming inert temporary tipping area) and from the Phase 2 area where a large lake is proposed as part of the restoration.
- 4.4.6 As Phase 1 is developed south wards back towards the south-eastern corner of the area, the proposed lakes will be shaped and final restoration will take place during the Phase 2 mineral extraction operations using soils deposited in the bunds adjacent to Bourbles lane to complete the works, as shown in Phasing plans in Appendix 3.
- 4.4.7 The Phase 2 works will be located in the field north of Bourbles Lane, where all of the sand and gravel will be extracted in a single "campaign" of about 4- 6 weeks. The working scheme will ensure that no operations take place within 15m of the identified root zone of a series of large trees on the eastern boundary of the site. Only very limited de-watering of the sand and gravel will be required but due to the shallow nature of the mineral. It is proposed that the water will be pumped towards the silt lagoon and either soakaway or re-circulate to the clean water lagoon. Towards the end of Phase 2, the restoration may need to be supplemented by imported inert fill to create the habitats and lake feature as required as part of the restoration scheme.

- 4.4.8 Phases 3 is located to the east of Bourbles Lane, divided north and south by the gas and water pipes that trend through the site. A designated crossing point over these pipes is proposed in the western part of the Phase 3 area, with a designated crossing point over Bourbles Lane also to be constructed. As the mineral extraction progresses either side of this “pipeline corridor”, the excavated face will be immediately backfilled and covered, as shown schematically in the cross-section in Plan PA23-9. It is anticipated that the basal grey silty sand material will be excavated from below the mineral void as the mineral campaign is progressing. This will ensure that these backfilling works are undertaken as rapidly as possible.
- 4.4.9 It is proposed that the northern part of Phase 3 will be worked first, with the soils stripped and stored as shown in Appendix 3. The mineral will continue to be worked in campaigns during the drier summer period, with the as-raised sand and gravel stockpiled adjacent to the processing plant. The mobile plant to undertake the excavation and haulage will still comprise a tracked excavator and a series articulated dump trucks. As the excavation progresses eastwards, the land will be backfilled with imported inert materials to ensure restoration at the earliest possible opportunity.
- 4.4.10 On completion of the northern excavation, the soils to the south of the gas/ water mains will be stripped and deposited within designated soil bunds or direct placed on completed backfilled Phase 3A land to the north. It is proposed that Phase 3B will progress easterly parallel to the gas and water mains with backfilling again progressing behind the face to ensure restoration at the earliest opportunity. The rapid backfilling operations will also ensure that the faces either side of the gas pipe and water mains are covered to ensure no potential stability issue can arise. However, the geotechnical assessment does not anticipate any stability issues.
- 4.4.11 Phase 4 comprises the land mainly used as a large duck breeding pen and the land adjacent to the lakes/ silt lagoon pond. It is proposed that a soils bund will be created in the northern part of the Phase 4 area, adjacent to Bourbles Lane during the latter stages of the Phase 3 works. The proposed working and excavation operations will progress southwards towards the plant area with backfilling progressing behind.
- 4.4.12 As the mineral extraction progresses southwards towards the “pipeline corridor”, the excavated face will be immediately backfilled and covered, as per Phase 3. It is anticipated that the basal grey silty sand material maybe will be excavated from below the mineral void as the mineral campaign is progressing or inert fill will be used, depending on availability. This will ensure that these backfilling works are undertaken as rapidly as possible.

- 4.4.13 As the land levels are raised to the required levels, only then will the soil bund adjacent to Bourbles Lane be removed and soils used for restoration.
- 4.4.14 The proposed dewatering within the Phase 2, 3 and 4 areas of the excavation will allow the base of the excavated void to be "lined", if required within the Environment Agency Permit for the propose infilling works. Each of the designated infilling areas will then be backfilled with suitable imported materials. Again, this will be carried out as part of the EA recovery permitting regime for the restoration of the quarry site.
- 4.4.15 During the wetter winter months, when site access with HGV traffic may be difficult, it is proposed that an area adjacent to the main compound area will be designated a tipping zone for incoming inert backfill loads. During the drier mineral campaign periods any material deposited within the temporary tipping area will be loaded onto dump trucks and will be transported to the tipping area as part of the restoration works.
- 4.4.16 The inert fill materials will be deposited within the void created following mineral extraction will be pushed out using a tracked bulldozer to the required restoration levels prior to coving with soils from the boundary screening bunds.

4.5 Proposed Conceptual Restoration

- 4.5.1 On completion of mineral extraction in Phase 4, the Phase 5 works (site restoration) will take place as set out in Appendix 3 and shown on Plan PA23-9. These final works will involve the removal of the plant and infrastructure and placement of stockpiled soils across the Phase A area and any other parts of the site where restoration has not been possible due to access requirements.
- 4.5.2 As Phase 4 is completed, it is anticipated Phases 1, 2 and 3 will be effectively completed with soils removed from the boundary bunds and placed over the backfield excavation areas. Fence installation and boundary planting will take place to restore previous field boundaries. It is proposed that the internal haul roads and the concrete pipeline crossing may be retained for agricultural access around the site and the site entrance will be retained for the proposed leisure activities.
- 4.5.3 The restoration scheme comprises mainly agricultural land, with levels at original ground contours, as confirmed in the flood risk assessment. The application site will then be fully restored in accordance with outline proposals as shown in Plan PA23-9.

4.6 Proposed Lodges & Tourism

- 4.6.1 The principal landowner of the proposed mineral development area currently operates a fishing lake angling enterprise "HyFly Fisheries". This business has operated and expended over many years and remains a major source of income for the land owners

farm. The levels of income from the Fishery have, however, have diminished in the last few years and continue to do so. This is principally due to the change in requirements and expectations of customers and the change in customer demographics. The current expanding trend for fishing establishments is for the additional provision of quality short stay holiday accommodation to accommodate fishing activities adjacent or within larger fishing lakes developments.

- 4.6.2 This development will afford the opportunity to provide a small-scale lodge facility of 10 to 12 high quality lodges for use in conjunction with fishing holiday breaks.
- 4.6.3 The proposed location is well removed from any surrounding residential development. This together with the proposed restoration tree planting and screening as part of the mineral development and after-care will reduce any visual impact on the local community and will have very little visibility from any public highways.
- 4.6.4 The proposed location will make use of the constructed minerals processing area and the newly constructed access roads and internal processing track links, thus reducing the requirement to remove / import additional construction products and reuses existing resources.
- 4.6.5 Following the site restoration, it is anticipated that further planning is likely to be submitted on the restored land around the identified lakes in the Phase 1 area. This additional planning will need to be made to Wyre Council and will require an approved access onto the local road network from the Phase 1 area and an agreed lodge layout.
- 4.6.6 There is a requirement within the local planning policies to promote tourism within the Borough and also within the County, which will provide support for diversification of the rural economy. The proposed lodges development will add high quality tourism benefits to the local economy, albeit on a small scale.
- 4.6.7 It is essential for the existing duck farm business to replace the income lost from the removal of the duck rearing business, the proposed lodges development will be operated by the current landowners family and will assist in the replacement of this lost revenue and also create new opportunities for increased biodiversity.

4.7 Restoration Habitat Creation & Biodiversity

4.7.1 Across the site as whole, a range of additional habitats will be created that were not present prior to the quarry works. These will offer the potential to promote a range of species and habitats to provide a Biodiversity "Net Gain" on the site of at least 10%.

4.7.2 When each restoration phase is complete a programme of aftercare will be implemented for a minimum of 5 years. Each phase will be managed to obtain the final restoration agricultural objective. A scheme of aftercare will be agreed with the local planning authority and other interested specialist bodies and will include:

- additional site drainage
- special rates and cover for fertilizer treatment
- maintenance of grassed areas
- weed control and fertiliser applications
- general maintenance of trees and hedgerows
- activity to encourage marginal flora and fauna

4.7.3 As part of the restoration proposals for the site, it is proposed that the duck rearing business will be removed from the Bourbles Lane location which is advantageous both environmentally and amenity wise for all residents of Bourbles Lane. The removal of the duck pen will also make way for the important provision of much needed additional wet land habitat for over wintering birds.

4.7.4 The Biodiversity Impact Calculator carried out for the restoration concept (shown in Plan PA23-9) is given below. At present, the baseline value of the site has been assessed as comprising of 89.82 units, with 4.42 linear (hedgerow) units and 1.42 water units. The below table sets out the breakdown in gains incurred together with the combined calculations.

It is calculated that the "post restoration" habitat comprises 112.40 units, 14.53 hedgerow linear units and 2.21 water units. Therefore, the development may deliver an increase of 25.14% for habits, In addition the linear hedgerow units show an u = increase of some 229% and a 50% increase in watercourse units.

4.7.5 These results are well above the minimum 10% required in the draft Environmental Act

Table 2: Biodiversity Impact Assessment Results- Bourbles quarry.

On-site baseline	Habitat units	89.82
	Hedgerow units	4.42
	Watercourse units	1.47
On-site post-intervention (Including habitat retention, creation & enhancement)	Habitat units	112.40
	Hedgerow units	14.53
	Watercourse units	2.21
On-site net change (units & percentage)	Habitat units	22.58
	Hedgerow units	10.11
	Watercourse units	0.74
Off-site baseline	Habitat units	0.00
	Hedgerow units	0.00
	Watercourse units	0.00
Off-site post-intervention (Including habitat retention, creation & enhancement)	Habitat units	0.00
	Hedgerow units	0.00
	Watercourse units	0.00
Off-site net change (units & percentage)	Habitat units	0.00
	Hedgerow units	0.00
	Watercourse units	0.00
Combined net unit change (Including all on-site & off-site habitat retention, creation & enhancement)	Habitat units	22.58
	Hedgerow units	10.11
	Watercourse units	0.74
Spatial risk multiplier (SRM) deductions	Habitat units	0.00
	Hedgerow units	0.00
	Watercourse units	0.00
FINAL RESULTS		
Total net unit change (Including all on-site & off-site habitat retention, creation & enhancement)	Habitat units	22.58
	Hedgerow units	10.11
	Watercourse units	0.74
Total net % change (Including all on-site & off-site habitat retention, creation & enhancement)	Habitat units	25.14%
	Hedgerow units	229.01%
	Watercourse units	50.38%
Trading rules satisfied?	Yes ✓	

5. DETAILED DESCRIPTION OF THE QUARRY OPERATIONS

5.1 Initial Development/ Enabling Works

- 5.1.1 On granting of Planning Permission for the proposals and after all necessary highways orders, licenses, Environmental Permits and consents have been obtained, it is anticipated that the initial development will comprise the development of the new site entrance and exit on to the Lancaster Road. The proposed access will be constructed to the requirements of the Lancashire Highways Department using current standards and specifications for highways construction.
- 5.1.2 During the initial construction phase (Phase A as shown in Appendix 3) it is proposed that all plant and machinery accessing the site will have to enter directly off Bourbles Lane until the new access has been constructed. A banksman may be required to ensure that all vehicles leaving the site on to the public highway do so safely in compliance with best practice.
- 5.1.3 The site entrance and the site exit will be surfaced with asphalt for a minimum 30m. The road to the processing plant area will be constructed using a geotextile membrane laid on the underlying in-situ materials and hard surfaced to the plant area with imported hardcore material and road planings. At the site entrance on the B5270 a notice board will be installed with the site name and contact details shown.
- 5.1.4 During the highways works, the soils from the initial road and plant development will also be stripped and the essential site infrastructure will be installed (eg electric and water supply). The stripped soils will be used to create screening bunds, which will provide a suitable and useful storage solution for the soils and will ensure that the processing plant will be screened from the public highways and residential properties.
- 5.1.5 The top soils from the plant area will be stripped and placed in bunds no higher than 3m, with sub soils in bunds no greater in height than 5m. The sub soil storage areas will also be stripped of top soil prior to deposit of the sub soils. These bunds will have side slopes no greater than 26° and will be grass seeded for easy cutting and maintenance. The storage of these soils will ensure that they are available for use in the quarry restoration landscaping.
- 5.1.6 As the proposed site entrance is being constructed the site administration facilities, including "portakabin" type offices, wheel wash, car parks, HGV parking, weighbridge and internal access roads will be constructed. Prior to these works the shallow sand and gravel deposits will be extracted and the area then backfilled with imported inert fill to create a level platform on which the plant infrastructure can be built.

- 5.1.7 The internal haul roads will be constructed using imported hardcore materials that will be compacted to provide a suitable surface for HGV's and quarry vehicles. These internal haul roads will provide access from the plant area to the weighbridge and wheel wash and will also provide access from the plant area to the Phase 1 extraction area of the workings.
- 5.1.8 The haul road into site will require a crossing point over the gas main/ water pipe. It is proposed that this will be constructed in concrete with visibility for HGV's in both directions.
- 5.1.9 The proposed phasing scheme showing the initial plant and site development is shown in a series of plans in Appendix 3, with typical plant shown in Appendix 4.

5.2 Plant Area Construction

- 5.2.1 On completion of the plant area earthworks, a reinforced concrete apron will be installed on which the plant will be situated. As the plant is constructed the excavation of a clean water lagoon will all take place in the south-eastern part of the site.
- 5.2.2 The clean water lagoon will be excavated through the sand and gravel and basal silt bedrock to create a water depth of at least 5m. The mineral extracted will be placed in a stockpile adjacent to the processing plant and the bedrock clays will be used to form the platform for the processing plant.
- 5.2.3 Around the processing plant, it is proposed that an area will be maintained for the stocking of as-raised mineral prior to processing and for the stocking of processed sand and gravel products prior to loading into HGV's. An area of crushing oversize stockpiles adjacent to the wash plant will also be retained in the event that the oversize stocks become large and require crushing and re-washing/ processing to produce saleable concrete aggregates.
- 5.2.4 The proposed silt disposal lagoon will be formed within the southern "fishing lake". Prior to any works taking place in this lake, all fish will be removed and transferred to the two northern lakes.
- 5.2.5 An area for HGV parking (anticipated 8 HGV's) will also be available, together with car parking for the site operatives and visitors.

5.3 Mineral Extraction & Processing Plant

5.3.1 It is proposed that the operations to extract and process the sands and gravels will be divided into a number of separate processes:

- (i) Operations at the quarry faces (by dedicated earthworks contractors in a number of campaigns over the year), including restoration works involving the importation of inert infill materials
- (ii) Daily excavation from the stockpile area and loading the processing plant
- (ii) Operations within the plant area including loading HGV's

5.3.2 The types of mobile plant and equipment likely to be employed at the face and at the mineral stockpile area are listed below:

- (i) tracked excavator for extraction of the sand and gravel
- (ii) wheeled loading shovel feeding hopper and conveyor to wash plant
- (iii) articulated dump trucks to haul the gravel to the stockpile
- (iv) bulldozer to blade out and compact the backfill materials and maintain haul roads
- (v) pumps and mobile generators

5.3.3 The types of plant and equipment to be employed within the plant area is likely to comprises the following:

- (i) sand and gravel wash plant, including sand classifier, gravel screens, stocking conveyors, silt plant
- (ii) wheeled loading shovel to load the plant and load HGV's for sale off site
- (iii) Mobile crusher when oversize stockpiles become too large
- (iii) pumps and mobile generators

5.3.4 Ancillary plant and equipment that is also used on the site includes the following:

- (i) tractor and water bowser
- (ii) fuel bowser
- (iv) site 4 x 4 vehicles
- (v) JCB for general site duties
- (vi) cherry picker
- (vii) welfare facilities and temporary cabins for contractors and staff

5.3.5 It is proposed that the detailed specifications, site layout and elevations of all of the static plant, offices, wheel wash, weighbridge and other fixed structures will be provided to the Mineral Planning Authority prior to the commencement of site operations.

5.3.6 Typical examples of plant and machinery listed above are shown in Appendix 4.

5.4 Method and sequence of mineral excavation: Phase 1 to 4

5.4.1 The sand and gravel deposit is generally between 2m to 5m thick and it is proposed that this will be excavated in a single face using a tracked excavator that will load a series of dump trucks on a campaign basis two or three times per year. These dump trucks will then haul the mineral to the processing plant and stocking area. The as-raised material will then be processed to produce a series of single sized gravel and washed sand products. Typical photos of the machinery and plant likely to be used in these operations are given in Appendix 4.

5.4.2 The presence of a water table within sand and gravel indicates that the deposit will require dewatering to be worked in a 'dry state'. Dewatering the excavation will also allow base of the excavation to be "lined" and constructed with suitable imported materials, if required by the Environmental Permit. However, it should be noted that Phase 1 will not be de-watered and that all backfilling will comprise mainly bedrock grey silty sand derived from the plant area and from Phase 2.

5.4.3 Where de-watering takes place, the water will be pumped into a series of settlement lagoons within the excavations where it is anticipated it will soakaway. However, the final point of discharge will comprise the clean water lagoon. It should be noted that the overflow from silt lagoon overflow will also discharge to the clean water lagoon to ensure that the water is re-circulated as much as possible.

5.4.4 It should be noted that de-watering will only be required when the campaign excavation works are taking place (during the drier summer months), when water tables and local ditch water levels will be at their lowest. Any discharge will require a permit from the Environment Agency that will control suspended solids and other pollution issues.

5.4.5 The development proposals involve restoring the Phase 1, Phase 2 and Phase 3 areas of site to agricultural land with lakes. Phase 4 and the plant area will be restored to leisure land uses and agricultural and biodiversity enhancement. To ensure these restoration proposals can be carried out, all soils on the site will be stored and used in the restoration to create areas of arable farmland and land for future leisure activities.

- 5.4.6 It is proposed that areas of the quarry restoration will comprise Local Biodiversity Plan priority habitats.

5.5 Weighbridges, Offices & Wheel Cleaning

- 5.5.1 Within the proposed plant area, a weighbridge, site office, welfare facilities and wheel wash will be constructed on commencement of the Phase 1 operations. The general weighbridge and office configuration is shown on Plan PA23-6, which will allow vehicles to "tare" into the site and "weigh-out" without drivers having to leave their cabs. Adjacent to the offices and access road, a car park with space for up to 15 cars will also be constructed. It is proposed that the offices, welfare facilities and workshop will not be permanent buildings but "portakabin" type structures.

- 5.5.2 This office will be required for quarry personnel, such as the Quarry Manager, administration team etc. It is proposed that a mess room, canteen and welfare facilities will also be constructed as part of this development.

- 5.5.3 Prior to leaving the site, all vehicles from the plant area will pass through a wheel wash, which will be an enclosed spray system that cleans both the wheels and underbody of the vehicles. The wheel wash will be installed approximately 100m from the site entrance to mitigate the possibility of dust and mud being taken onto the highway.

5.6 Fuel Tanks & HGV Facilities

- 5.6.1 It is proposed that parking for up to 8 HGV's within the plant area will also be made. A fuel tank will also be required for re-fuelling the mobile plant operational on the quarry site, which will also be located within the plant area.

- 5.6.2 All fuel tanks will be bunded to ensure to ensure that there will be no pollution from the fuel tanks due to leakage.

5.7 Lighting

- 5.7.1 All mobile plant will have to operate with lighting fitted and maintained to provide adequate illumination, as stipulated by Health and Safety requirements. This plant lighting will be turned off when the plant is not in operation.

- 5.7.2 It is proposed that the area around the offices will be illuminated by a series of low emission lights, which will remain on during the hours of darkness for Health and Safety and security reasons. It is proposed that all other lights around the plant and workshop areas will be switched off when the site is closed.

- 5.7.3 The site access on the B5270 is currently illuminated from street lighting, thus no additional lighting is deemed necessary adjacent to the public highway.

- 5.7.4 There is no fixed lighting proposed within the extraction area at any time. All of the proposed lighting on the site proposed will comprise low emission light where possible and will be directional and shielded to minimise their off-site impact.

5.8 Site Drainage

- 5.8.1 The design of the proposed plant area will ensure that all surface water run-off will be directed into the lagoons or the working voids created during the excavation works. This will also reduce the potential water losses from the site during the mineral processing operations, minimising the environmental impact of the operations.
- 5.8.2 There will be no discharge of surface water run-off from the plant area to any drainage or sewer system, as all run-off will be collected in the lagoon system. All of the surface water collected from the HGV parking area and the fuel tanks area will be directed through a pond/ interceptor to ensure that no oils or fuel can enter the local surface water drainage system.
- 5.8.3 The quarry access road leaving the weighbridge will have a slight upward incline to the site entrance which will ensure that no water can leave the site and flow on to the public highway. Additionally, at the site entrance, a slight rise in the entrance road level will ensure that no run-off water enters the site from the B5270.
- 5.8.4 Within the extraction area surface water will be collected in drains and ditches that will be directed into the de-watering and silt settlement system.
- 5.8.5 As part of the site assessment, a Sustainable Drainage Scheme (SuDS) pro-forma has been completed at the request of Wyre Council and Lancashire CC within the Scoping request. This document is not considered part of the EIA for the proposed development thus is included as Appendix 5 of this Statement, but should be read in conjunction with the Flood Risk Assessment included as Appendix 8 in the ES.

5.9 Traffic Movements & Vehicle Routing

- 5.9.1 It is anticipated that sales of approximately 100,000 tonnes per annum will be achieved from the site, which will comprise a range of aggregate products.
- 5.9.2 The analysis by the specialist highways engineers (included within the ES) indicates an average of 20 HGV outbound movements per day during the 5 year extraction phase and 17 inbound movements per day during the year of restoration on completion of extraction due to the development. Over the course of a year this equates to an average daily output of around 400 tonnes per day, assuming a 20 tonne load it is estimated that over the course of a year some 20 HGV's will leave the site on average each day.

- 5.9.3 The total number of total daily movements will be about 60 two-way (30 in and 30 out) movements (about 8 average movements per hour). However, day to day variations of vehicle movements are considered common in the aggregates sector, thus during intensive periods of mineral supply (e.g. specific infrastructure projects requiring large volumes of aggregate or concrete) the level of traffic may increase above "average levels".
- 5.9.4 During these busy operational periods there could be daily movements in excess 60 HGV's leaving the site per day on occasional days. Conversely, during slow sales periods e.g. bad weather, holidays etc, HGV movements will be significantly lower than the anticipated average of 60 per day. However, the annual output is not considered to be exceeded over the life of the quarry.
- 5.9.5 The importation of fill materials for restoration will also create HGV movements. The majority of the inert infilling is required during the initial plant development (Phase A) operations, together restoration works during Phase 2, 3 and 4 operations on the site. As part of the road access construction and plant area foundation works, HGV's will also be arriving to deliver engineering materials.
- 5.9.6 The Transport Assessment has concluded that at these slightly higher levels of traffic movements (a worst-case scenario) there would be no adverse impact on the local highway network when considering the level to traffic currently recorded near to the site. At all times, the HGV activity would be well under the level at which an Air Quality Assessment would be required.
- 5.9.7 All traffic leaving the site will turn left onto the B5270 from the new access passing on to the A588 I. This configuration is shown in Plan PA23-5 with the details shown in Plans PA23-7.

5.10 Hours of Working

5.10.1 It is proposed that hours that the site will be open are as follows:

Monday to Friday	07.00 to 18.00 hours.
Saturday	07.00 to 13.00 hours.
Sundays & Bank and Public Holidays	Closed

5.10.2 Outside these hours, any work within the site will be restricted to essential plant maintenance and for essential safety work.

5.11 Employment

5.11.1 The proposed development is expected to directly employ some 5 persons at the site during the majority of the year. In addition to direct employment the proposals will also

create a demand for road haulage to deliver products, which may include up to 15 drivers that may be employed on a regular daily basis depending upon site output.

5.11.2 During the mineral extraction campaign periods (estimated 2 to 3 per year), a total of 6 additional persons will be working on site on a daily basis for a period of around 4 weeks.

5.11.3 The operation will give rise to further employment and the use of local services to supply the needs of the quarry and administration facilities together with occasional contracts for hired in plant and equipment. The contribution to the local economy will typically involve the purchase of local services such as:

Site staff and employees	Road haulage
Fuel and oil purchase	Plant and vehicle hire
Plant repairs and spares	Building contractors
Landscape contractors	Tree and shrub purchase
Office supplies and equipment	Canteen supplies

5.11.4 Specialist contractors will also be required for the restoration phase of the development, including agricultural contractors and soils scientists.

5.11.5 The proposal will therefore provide significant additional local employment within the Wyre District of Lancashire.

5.12 Fencing and Security

5.12.1 It is proposed that suitable security fencing will be installed around the plant area and road access points where bunds, hedgerows and highway fencing are not deemed adequate. The access into and leaving the quarry off the B5270 will have a main security gate.

5.12.2 Security fencing may also be installed around the quarry offices together with CCTV cameras. These cameras will also be installed at the site entrance up to the processing area. Detailed fencing plans can be provided as required by the planning authority.

5.12.3 Fencing will be installed between the extraction area and the Public Right of Way (PROW) where the footpath crosses the proposed haul road into Phase 1. This will prevent the public from accessing the construction area of the quarry. It is proposed that this fencing will be constructed of post and wire that is common in this landscape.

5.13 Services & Utilities

5.13.1 There are no significant national utilities that cross the proposed quarry development area. However, the two pipe lines are present (water and gas) are located in the central

part of the site. Dedicated concrete crossing points will be identified and constructed using the guidelines and specifications from the utility companies.

5.13.2 The overhead BT cable is also present trending along Boubles Lane that will be maintained and undisturbed, with overhead electric cable in the southern area of Phase 3 forming the southern limit of the proposed works, thus will not be impacted as part of proposed development.

5.14 Environmental Monitoring

5.14.1 It is proposed that a range of environmental monitoring will be undertaken as part of the normal operations of this proposed sand and gravel site. This monitoring will include (as a minimum) the following:

- Noise Monitoring -various locations including (but not restricted to) residential properties located around the margins of the site.
- Dust Monitoring - residential properties located adjacent to the site and other identified receptors as agreed with the MPA.
- Groundwater Monitoring – Boreholes located around perimeter of extraction area
- Surface Water Monitoring – Discharge to any watercourse.

5.14.2 In relation to noise monitoring, it is proposed that noise management measures/controls are implemented as part of a Noise Management Plan, with the aim of avoiding unacceptable impacts upon local residential properties and to achieve full compliance with local Policy.

5.14.3 The suggested noise controls are founded on the basis of day to day noise limits of 55db(A) as set out in the Noise Assessment for the proposals, set out within the ES, although there will be short-term noisier periods during soil stripping and bund construction.

5.14.4 The environmental information has indicated potential areas of working where the intensity and timescales of the proposed operations (including plant compliment at certain times) are limited to within specified levels in identified areas and that real time monitoring could then provide more site specific data that would allow adjustment and refinement of the controls to achieve the balance and proportionality that the planning policy seeks.

5.14.5 It is proposed that a Noise Management Plan (NMP) will be submitted and the requirements carried out at all times of the quarry development. This will include a scheme of noise management measures that must be adhered to for all Phases of the excavation, but which will be reviewed and updated as the quarry operations progress.

In the first instance the noise levels at the specified receptors will comply the specified limits set out in any Planning Conditions.

- 5.14.6 On commencement of extraction operations within the Phase 1 area of the site, a scheme of “live/real time” noise monitoring of the mineral working and site operations will be carried out to allow potential revisions to the noise controls and the noise limits required under the Noise Management Plan. The regular submission of noise monitoring data to the Mineral Planning Authority lies in accordance with an agreed schedule of environmental monitoring.
- 5.14.7 In relation to existing lake, the EIA conforms a series of monitoring and mitigation measures if necessary. The monitoring will be mainly recording groundwater levels around the boundary of the site, with gauge boards installed in the lake itself. If it is considered that de-watering operations may have an impact on the fishing lake groundwater could be pumped directly from the site into the fishing lake (via a silt settlement lagoon) to maintain lake levels at all time, during the quarry operations.
- 5.14.8 It should be noted that the fishing lakes comprise former quarry workings that are groundwater fed, thus there would be no change in the water quality or chemistry as part of these proposed mitigation works.
- 5.14.9 It is proposed that all the monitoring information (including noise, dust and water) will be made available to all interested parties as part of the community liaison between the site, local residents and statutory authorities.

5.15 Public Rights Way

- 5.15.1 Public Footpath FP0203028 runs through the application area, from Bourbles Lane through the fishing lake area, trending south-westwards where it eventually joins Gaulters Lane, towards Preesall. Bridleway BW0203021 and Bridleway BW0203026 effectively form Bourbles Lane, trending from the A588 in the south-east into the village of Preesall to the north-west of the site.
- 5.15.2 As part of the proposed mineral working scheme, it is proposed to provide a gated crossing at the point where the proposed haul road access through the lake areas into the Phase 1 part of the site rather than diverting the Footpath around the development. The footpath will be fenced through the fishing lakes with the gate arranged such that use of the footpath will be unimpeded and the trace of the footpath will be unchanged.
- 5.15.3 The proposed fencing will ensure that the footpath will be at least 2m wide to ensure continued and unobstructed access is maintained at all times.

6. PLANNING POLICY

6.1 Background

6.1.1 Planning law requires that planning applications, including those for mineral development, be determined in accordance with the "Development Plan", unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF), 2021, is a material consideration and makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development, and for decision-taking this means approving development proposals that accord with an up-to-date Development Plan without delay.

6.1.2 This chapter therefore firstly considers the Development Plan for the Bourbles Farm location within which the proposed extraction and restoration site is situated. It considers the potentially relevant planning policies contained within the documents that make up the Development Plan that relate to this planning application to extract sand and gravel and restore the land to nature conservation and tourism end uses.

6.1.3 The chapter then goes on to consider other planning policy and related documents that have the potential to contain policies or evidence that are material considerations to the determination of the application to carry out the sand and gravel extraction and restoration of the land.

6.1.4 The sequence and overall approach of this chapter is therefore generally reflective of the legislative requirements and national planning policy with the aim of informing the decision maker and interested parties of the policies and policy related considerations that should be taken into account when determining this planning application.

6.2 The Development Plan For Proposed Bourbles Quarry, Lancashire

6.2.1 The Development Plan for Preesall, Lancashire, as it relates to this planning application for sand and gravel extraction and site restoration, is made up of the following adopted planning policy documents:

- The Joint Lancashire Minerals and Waste Development Framework Core Strategy Development Plan Document, adopted 2009.
- The Joint Lancashire Minerals and Waste Local Plan - Site Allocations and Development Management Policies – Part 1, adopted 2013.
- The Joint Lancashire Minerals and Waste Local Plan - Site Allocations and Development Management Policies – Part 2, adopted 2013.
- The Wyre Local Plan 2011-2031, adopted 2019.

6.2.2 Given the legislative requirements, consideration is given below to the most potentially relevant policies contained in these policy documents. As the nature of the proposed

development – involving mineral extraction and site restoration –the policies of the Lancashire Minerals and Waste Core Strategy and the Local Plan are considered of particular relevance, however, an important point to note is that the plan period for these documents (2001 to 2021) has now expired.

6.2.3 As a consequence of the plan being “out of date”, some of the policies and supporting material, particularly those concerning aggregate/sand and gravel supply needs and planning for the provision of further sand and gravel supply sources are out of date. As these are clearly important policy areas relating to the determination of a planning application of this kind it will be necessary to place greater emphasis, and planning weight, on policies and evidence contained in documents that are considered further on in this chapter as “material planning policy and related considerations”.

6.2.4 These include the National Planning Policy Framework (NPPF) 2021 and the Joint Lancashire Local Aggregates Assessment 2022.

6.3 The Joint Lancashire Minerals and Waste Development Framework Core Strategy Development Plan Document, adopted 2009

6.3.1 This is a particularly dated policy document and great care must be exercised in attributing any weight to the policies it contains due to their preparation and adoption under a previous regime of national policy and guidance. Some of that regime may no longer be relevant having been superseded by the latest national policy as well as changes in circumstances, particularly in terms of the aggregate/sand and gravel supply situation in Lancashire in 2023 as opposed to 2009.

6.3.2 Set out below are details of potentially relevant policies with comments about their relevance and potential weight to be attached to them in

6.3.3 Policy CS1

Minerals will be extracted only where they meet a proven need for materials with those particular specifications.

Lancashire’s mineral resources, including those shown on the Key Diagram, and including its former mineral workings, will be identified and conserved, where they have an economic, environmental or heritage value.

Mineral resources with the potential for extraction now or in the future will be identified as Mineral Safeguarding Areas and protected from permanent sterilisation by other development.

Mineral consultation areas will be identified and reviewed regularly. District councils will consult with the minerals planning authority where proposals for developments fall within these areas.

Extraction of mineral resources prior to other forms of development will be encouraged. The Mineral Planning Authorities will work with industry and others to ensure the best available information supports these principles.

6.3.4 Comments

The thrust of this policy remains generally relevant but lacks some of the positivity that the NPPF 2021 attributes to the need to sustain sufficient supply of minerals including aggregates/sand and gravel.

6.3.5 Policy CS3

Provision will be made for the extraction of the following amounts of mineral for aggregate use between 2001-2021:

- (i) 10.8 million tonnes of sand and gravel
- (ii) 57.8 million tonnes of limestone
- (iii) 38.1 million tonnes of gritstone

This provision will be met through a combination of rolling forward and identifying a minimal range of new sites and relying on the maximum contribution from secondary and recycled aggregates.

The contribution to aggregate demand from primary extraction and from recycled and secondary alternatives will be monitored. Should the contribution of these alternative materials exceed 25% of total aggregate usage, the release of any additional sites will be reviewed and updated as a matter of urgency.

Based on the position at the end of 2005, provision will be made for the release of additional land for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021. Preference will be given to the release of sand and gravel reserves which provide for the maximum practicable contribution of high-quality sand.

No additional land will be made available for the extraction of limestone for aggregate use before 2021.

No additional land will be made available for the extraction of gritstone for aggregate use before 2021, unless it is of a special quality not available from elsewhere.

Additional land will be made available during the Plan period for the extraction of minerals for cement or brick manufacturing, where it can be demonstrated that the landbank supplying the manufacturing plant will fall short of 25 years during the Plan period.

Proposals for the extraction of locally sourced building stone for building and architectural purposes will be supported.

The Mineral Planning Authorities will endeavour to maintain a landbank of at least seven years of planning permissions for the extraction of sand and gravel and 10 years for crushed rock (limestone and gritstone)

6.3.6 Comments

Quite clearly this policy is out of date and minimal planning weight should be attached to much of it. In so far as it is potentially relevant, the broad approach of confirming the amount of sand and gravel needed to be supplied and the release of land for extraction confirms the requirement for the Mineral Planning Authority (MPA) to continue to ensure sufficient supplies of sand and gravel to meet needs.

In this regard, any shortage of supply will give rise to a need for new sand and gravel extraction sites to be delivered to sustain supply. As the policy and its figures/timescales are inapplicable it is appropriate therefore to place considerable planning weight on NPPF 2021 policy on aggregate supply as well as the figures and requirements presented in the most recent Local Aggregates Assessment for Lancashire. Both documents contain policies and evidence which are material considerations in the determination of this application and substantial planning weight should be placed on them given the outdated nature of Policy CS3.

These documents are considered further on in this chapter.

6.3.7 Paragraph 6.3.6

Over recent years the Joint Plan area has produced around half a million tonnes of sand and gravel each year, a rate which continues under these apportionment figures to 2016. This amount has broadly comprised about two thirds high quality concrete and building sand and one third gravel and constructional fill. (For definition purposes, high quality sand is sand that meets the relevant requirements of the appropriate British Standard and may include dry screened sands.) Recent changes in production are expected to bring a drop in annual production by some 200,000 tonnes each year, and with it a fall in the production of high-quality sand. To maintain these recent proportions, the shortfall in sand and gravel to 2021 should be addressed by high quality reserves. Based on the position at the end of 2005, provision will be made for the release of additional land for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021, to meet the Plan area's sub-regional apportionment, such releases to provide for, as far as is practicable, the maximum amount of high-quality sand within that overall requirement.

6.3.8 Comments

The supporting text again highlights that the plan/policies are now out of date. It does though, usefully confirm the supply level/rate for sand and gravel – half a million tonnes per annum – that was planned for in the period 2001 to 2021. (That is a useful reference point for considering supply requirements for the period beyond 2021). The text goes on to highlight the commitment to meeting Lancashire's sub-regional apportionment for sand and gravel supply, which means a commitment for the County to meet its share of regional sand and gravel supply needs.

The text also helpfully indicates a need to try and secure a greater supply of high-quality sand as part of the supply picture.

Given that the text is dated only limited weight should be attached to the specifics set out, but the general thrust and intent strongly indicates that the latest Local Aggregates Assessment LAA for Lancashire, dated 2022, is a material consideration of considerable weight, along with the aggregate supply policies of the NPPF 2021.

6.3.9 Policy CS4

Based on the position at the end of 2005, specific sites and/ or preferred areas will be identified for the extraction of not less than 4.1 million tonnes of sand and gravel by 2021. In identifying sites, preference will be given to the release of sand and gravel reserves which provide for the maximum practicable contribution of high-quality sand.

No sites or areas will be identified for the extraction of any other minerals in the Plan period, unless it can be demonstrated that either the landbank will fall short of its requirement during the Plan period, or else that the current landbank contains reserves that are unlikely to be worked during the Plan period or else will not satisfy a commercial need for minerals of a particular specification that cannot be met from elsewhere.

A selection process will be undertaken by the Minerals Planning Authorities, in consultation with industry and landowners and other stakeholders, to identify all potential sites and areas and appraise their suitability for extraction informed by the potential resource areas for sand and gravel deposits shown on the Key Diagram.

6.3.10 Comments

This policy, which follows on from the supporting text (para 6.3.6), is out of date and minimal weight should be attributed to it. It does though, again, confirm the approach of seeking to sustain sufficient sand and gravel supply and an intent to maximise the supply of high-quality sand. Given the policy is out of date it is necessary to focus on and attach weight to the LAA for Lancashire 2022 and the NPPF 2021 supply policies as these are specifically relevant material planning/policy considerations.

In particular the LAA 2022 contains important supply related evidence and indicators of potential future needs and requirements for sand and gravel supply.

6.3.11 Policy CS5

Alternatives to the bulk transportation of minerals by road will be encouraged. Existing or potential transport, storage, handling or reprocessing facilities will be safeguarded where they offer the potential for the use of rail, water or other means to transport minerals.

Criteria will be developed for the site identification process, and also for considering other proposals brought forward outside the plan-making process, to ensure that:

- our natural resources including water, air, soil and biodiversity are protected from harm and opportunities are taken to enhance them;
- features and landscapes of historic and cultural importance and their settings are protected from harm and opportunities are taken to enhance them;
- workings will not adversely contribute to fluvial flood risks or surface water flooding;
- proposals for mineral workings incorporate measures to conserve, enhance and protect the character of Lancashire's landscapes;

- the amenity, health, economic well-being and safety of the population are protected by the introduction of high operating standards, sensitive working practices and environmental management systems that minimise harm and nuisance to the environment and local communities throughout the life of the development
- essential infrastructure and services to the public will be protected;
- sensitive environmental restoration and aftercare of sites takes place, appropriate to the landscape character of the locality and the delivery of national and local biodiversity action plans. Where appropriate, this will include improvements to public access to the former workings to realise their amenity value. Concurrent mineral working will be encouraged where it will maximise the recovery of the materials worked, including secondary materials. Waste materials will be used positively wherever appropriate and will not constitute a nuisance before a suitable use can be found.

6.3.12 Comments

Policy CS5 is still relevant. It gives an indication of the type of environmental considerations that should be addressed in the determination of this application. In that regard it is important to note that an Environmental Impacts Assessment (EIA) Scoping Opinion was obtained from the MPA on 10th August 2022. An EIA has then been carried out to cover the matters set out in the Scoping Opinion and an Environmental Statement (ES) produced and submitted with this planning application to confirm and explain the assessment that has been undertaken and its main findings.

The ES, along with comments from consultees and local representations should then enable the MPA to properly assess the compliance with the requirements of this policy CS5. The main findings of the ES indicate compliance with the requirements of the policy and it is accepted that planning controls will be need to ensure management and mitigation of potential environmental effects throughout the proposed operations.

6.3.13 Policy CS7

An integrated waste management strategy will be planned for that relies on the 'top end' of the waste hierarchy, to improve waste prevention and maximise re-use, recycling and composting, supported by a network of facilities providing flexibility for different technologies.

Lancashire's Municipal Waste Management Strategy will be delivered through the identification and release of sites for waste management facilities.

Proposals for all new development, including commercial and industrial development, will be required to provide suitable facilities for the handling, storage and collection of segregated wastes arising from the permanent use of the development.

The following recycling, composting and recovery targets will be planned for in the Plan period.

- recycle and compost 46% of MSW by 2010, to reach 56% by 2015 and 61% by 2020
- additionally recover value from 18% of MSW by 2015
- recycle 35% of I&C waste by 2010, 40% by 2015 and 45% by 2020
- additionally recover value from 30% of I&C waste by 2010, falling to 25% by 2020
- recycle 50% of C&D waste by 2010, 55% by 2015 and 60% by 2020
- additionally recover value from 42 % of C&D waste by 2010, falling to 35% by 2020
- Provision will be made for the minimal amount of new landfill capacity for the disposal of residues from the treatment of all wastes where no further value can be recovered.

6.3.14 Comments

The proposals involve the import of clean, inert waste material to achieve reclamation and restoration of the sand and gravel extraction areas. The intention is to obtain an Environment Agency (EA) recovery permit for these operations.

The overall intentions are that high quality soils will be retained on site and used to restore areas of the site to best and most versatile agricultural land, along with the delivery of biodiversity net gain and areas of the site restored to recreational and related tourism uses. This approach reflects the thrust of Policy CS7 to maximise recovery of waste and to utilise inert waste from the applicant's construction operations for positive purposes in achieving a mix of suitable restoration end-uses.

6.3.15 Policy CS8

Our waste management needs will be met by:

- identifying a network of major waste management facilities sited at strategic locations;
- identifying and prioritising other locations, including industrial sites, which may be suitable for facilities and which would allow waste to be managed close to its source;

- developing criteria for considering smaller scale facilities;
- identifying generic locations for local community facilities.

Potential sites and areas will be identified with industry and landowners and other stakeholders, and appraised for their suitability for accommodating future waste management capacity.

The Plan area will be net self-sufficient in waste management capacity by 2021. Criteria will be identified for considering proposals for waste management facilities (including landfill) for hazardous and radioactive waste, to include the proposal's contribution to achieving net self-sufficiency. Provision will be made for sufficient new waste management facilities to meet predicted waste capacity requirements for the Plan area to 2020.

Provision will be made, as necessary, for the predicted total landfill capacity requirements for non-hazardous waste during the Plan period.

The capacity and distribution of existing and planned provision for the use and disposal of inert waste in landfill and quarry voids will be assessed as part of the site selection process, to ensure an adequate, available and accessible capacity of sites to handle inert waste.

6.3.16 Comments

In the context of Policy CS8 the application site will provide phased capacity for the use of inert waste (excavation material, clays, soils) which will facilitate and enable backfilling, reclamation and restoration of the sand and gravel working areas to positive end-uses.

6.3.17 Policy CS9

Priority will be given to the location of local waste facilities such as bulking facilities, household waste recycling centres and bring banks close to residential or community areas.

Priority will be given to the location of larger waste facilities within existing or planned industrial or commercial areas.

Provision will be made for a limited number of resource recovery/integrated waste reprocessing parks (or 'waste parks') where this would maximise recycling and recovery, support growth in the reprocessing market and provide integrated waste management solutions.

The site identification process for waste parks will consider their potential to be accessed by the rail network.

Criteria will be developed for the site identification process, and also for considering other proposals brought forward outside the plan-making process, to ensure that:

- Natural resources including water, air, soil and biodiversity are protected from contamination in the vicinity of waste facilities and opportunities are taken to enhance them.
- Development will not adversely contribute to fluvial flood risks or surface water flooding.
- The character and quality of Lancashire's landscapes and natural environment is protected from harm and enhanced.
- Local distinctiveness and character is retained.
- Features and landscapes of historic and cultural importance are protected from harm and opportunities taken to enhance them.
- Amenity, health, economic well-being and safety of population is protected.
- Essential infrastructure and services to the public will be protected.

6.3.18 Comments

The considerations/criteria set out in Policy CS9, which applies to waste management facilities, are areas of environmental and amenity consideration which apply to both the extractive and infilling elements of the proposal. In that regard an EIA has been carried out and the findings presented in an ES that accompanies the planning application.

The ES confirms the protection of interests of acknowledged importance and the implementation of mitigation and site management measures to ensure potential adverse effects are kept to within acceptable thresholds.

6.4 The Joint Lancashire Minerals and Waste Local Plan - Site Allocations and Development Management Policies – Part I, adopted 2013

6.4.1 Policy NPPF 1 – Presumption in Favour of Sustainable Development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions of the area.

Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

- Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking account of whether:
- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

6.4.2 Comments

The planning application proposals constitute a sustainable form of development. The sand and gravel supply will contribute positively to economic and social needs by sustaining construction of new homes, employment sites and infrastructure. The operations will be managed and mitigated to minimise temporary effects of the workings and the restoration will deliver environmentally and socially beneficial end-uses.

The policy makes clear there will be careful account taken of material planning considerations and these include the NPPF 2021 and the Local Aggregates Assessment (LAA) for Lancashire 2022. Specific consideration will therefore need to be given to the need for the sand and gravel supply and the benefits that the proposals will deliver. The positive emphasis in this policy highlights that any adverse effects would have to be of a significant nature and substantial scale (i.e. causing demonstrable harm to identified sensitive receptors) to outweigh the strong need for the minerals and the

benefits that the development will bring in terms of its contribution to the local economy and long-term beneficial end-uses.

The planning application proposals accord with the intent and thrust of national policy, particularly in terms of maintaining sufficient aggregate supply as well as minimising and controlling impacts during the operations. In this regard the short-term, temporary effects can be managed and mitigated to within acceptable thresholds whilst extractive and restoration operations are carried out in a phased and progressive manner. The restoration end-uses will deliver long-term sustainable land-use benefits that are sought by the NPPF 2021.

6.4.3 Policy DM1 - Management of Waste and Extraction of Minerals

To achieve the Spatial Vision, and to provide for the level of need and spatial distribution for the provision of minerals and waste treatment and disposal as set out in the Core Strategy, developments will be supported in accordance with the site specific policies contained within this plan for:

- Safeguarding of mineral resources.
- Provision of a network of sites for fixed recycling facilities. Extraction of sufficient minerals to meet our subregional apportionment.
- Increase in the sustainability of minerals operations and transport.
- Provision of a network of new waste management facilities based on strategic locations and local sites.
- Management of a limited and declining number of existing landfill facilities.

Subject to the developments not exceeding the overall capacity as set out in the Core Strategy, and for the individual catchment area as set out in Policy WM1.

6.4.4 Comments

The planning application proposals will meet a demonstrable need for additional supplies of quality sand and gravel in the County and the site will make an important contribution to the County meeting its share in the regional supply of aggregate minerals which are required to meet the needs of the construction industry. The site will also provide a facility for the recovery and positive use of clean, inert waste from the local construction industry including the applicant's own construction operations carried out in the County.

6.4.5 Policy DM2 - Development Management

Development for minerals or waste management operations will be supported where it can be demonstrated to the satisfaction of the mineral and waste planning authority, by the provision of appropriate information, that all material, social, economic or environmental impacts that would cause demonstrable harm can be eliminated or reduced to acceptable levels. In assessing proposals account will be taken of the proposal's setting, baseline environmental conditions and neighbouring land uses, together with the extent to which its impacts can be controlled in accordance with current best practice and recognised standards.

In accordance with Policy CS5 and CS9 of the Core Strategy developments will be supported for minerals or waste developments where it can be demonstrated to the satisfaction of the mineral and waste planning authority, by the provision of appropriate information, that the proposals will, where appropriate, make a positive contribution to the:

- Local and wider economy
- Historic environment
- Biodiversity, geodiversity and landscape character
- Residential amenity of those living nearby
- Reduction of carbon emissions
- Reduction in the length and number of journeys made.

This will be achieved through for example:

- The quality of design, layout, form, scale and appearance of buildings
- The control of emissions from the proposal including dust, noise, light and water.
- Restoration within agreed time limits, to a beneficial afteruse and the management of landscaping and tree planting.
- The control of the numbers, frequency, timing and routing of transport related to the development.

6.4.6 Comments

As stated previously, an EIA has been carried out and the findings set out in an ES that has been submitted with this planning application. The ES sets out the main findings of the EIA and confirms:

The proposed operations will make an important contribution to the economy through the supply of much needed sand and gravel aggregate for construction purposes.

Impacts on residential amenity will be mitigated to within acceptable thresholds (including specific controls of noise and dust, and management of water discharges) and operations phased and designed to limit and minimize exposure of residents to potential impacts. The restoration of the site and the positive, soft end-uses will make a long term and positive contribution to local residential amenity and the quality of life.

The restoration of the site will be delivered within agreed timescales and the after-uses will make positive contributions to agriculture, biodiversity, recreation and tourism.

6.4.7 Policy DM3 - Planning Obligations

Where planning obligations are required to make a development acceptable in terms of its social, economic, and environmental impacts, the Minerals and Waste Planning Authority will seek to ensure the provision of, but not exclusively the following, where appropriate:

- Access or road improvements.
- Long term aftercare or management.
- Provision of new or diverted footpaths.
- Public access to restored sites.
- Compensatory provision elsewhere for ecological mitigation.
- Wider transport improvements highlighted in the development's travel plans.
- District heating infrastructure sought under Policy DM4
- Time limiting the development.
- Ensuring full site restoration by a fixed date.

6.4.8 Comments

The applicant would be willing to discuss and negotiate the potential content of planning obligations which might provide additional controls to those that will be set out in planning conditions imposed to ensure proper control over the development and delivery of all proposed mitigation and site management measures.

6.4.9 Policy WM1 - Capacity of Waste Management Facilities

Development will be supported for waste management facilities to provide for the requirements of the Plan area subject to the other policies of the Development Plan:

6.4.10 Comments

The development involves the importation of clean inert waste from construction projects to reclaim and restore the extraction areas of the site.

This will provide a facility for the receipt and recovery of these waste materials generated in the locality/County and will enable their positive use in enabling the delivery of positive end-uses on the site, including high quality agriculture, biodiversity and recreation/tourism.

6.4.11 Policy LF2 - Sites for Inert Landfill

Development will be supported for the disposal of inert waste that cannot be recycled or recovered at the following sites:

- Scout Moor Quarry (ALC4)
- Land to south of Jameson Road Landfill, formerly used for deposit lagoons (ALC3)

6.4.12 Comments

As referred to above, the recovery of inert waste from construction industry projects to backfill and restore the application site to beneficial end-uses will provide an additional facility in the County to meet the needs for recovery of inert wastes in site reclamation and restoration schemes.

6.4.13 Policy M1 – Managing Mineral Production

Development will not be supported for any new extraction of sand and gravel, limestone, gritstone or brick shale.

Should the permitted reserves at existing limestone quarries in the plan area be unable to maintain annual production at a level commensurate with the latest sub-regional apportionments agreed by the Aggregate Working Party, development will be supported through:

- increasing the working depth at existing limestone aggregate quarries or
- extraction at Dunald Mill quarry within the land shown on the Policies Map

Proposals will be permitted at Dunald Mill only if:

- they would enable annual production to increase to a level commensurate with the latest sub-regional apportionments; and
- they make satisfactory arrangements for the diversion of any highway affected;
- satisfactory arrangements are made for the management of traffic generated by the proposal, and that these arrangements form part of a long-term solution to accessing existing and prospective extractive operations in the Kellet mineral resource area, such as the implementation of route MRT14 safeguarded through Policy SA2 or a suitable alternative.

- The precise extent of additional extraction and processing will be determined by detailed evaluation of environmental impacts and the introduction of appropriate measures to minimise those impacts to acceptable levels.

6.4.14 Comments

This policy, which was adopted in 2013, is now completely out of date.

It is not compliant with the NPPF 2021, was based on supply figures pre-dating 2013 and is therefore not reflective of the latest evidence on sand and gravel (aggregate) supply circumstances set out in the latest Lancashire Local Aggregates Assessment (LAA) 2022. The LAA 2022 is showing an acute problem for the County in sustaining sufficient sand and gravel supply in 2021 and into the future.

Details concerning the relevant evidence in the LAA 2022, which are material planning considerations are set out further on in this chapter.

Given these points, no weight should be attributed to Policy M1 in regard to planning for sand and gravel supply in 2023 (and beyond) as the circumstances that led to its adoption, and its restrictive approach, have changed significantly since it was adopted in 2013. The LAA 2022 is more relevant and up to date and contains evidence that outweighs the policy wording of Policy M1.

Also, the NPPF 2021 makes clear that:

- It is essential that there is sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs.
- Great weight should be given to the benefits of mineral extraction when
- MPA's should plan for a steady and adequate supply of aggregate minerals.

The LAA 2022 contains evidence that there are currently acute issues in maintaining a steady and adequate supply of sand and gravel in Lancashire.

The NPPF 2021 is also considered in more detail further on in this chapter. Its policies concerning mineral/aggregate supply in Lancashire should carry significant planning weight in the determination of this planning application due to the outdated and time expired position on the Joint Lancashire Minerals and Waste Local Plan – Site Allocations and Development Management Policies – Part 1, 2013.

6.5 The Joint Lancashire Minerals and Waste Local Plan - Site Allocations and Development Management Policies – Part 2, adopted 2013

6.5.1 The document contains no policies or proposals that are considered directly relevant to the planning application at Bourbles Farm.

6.5.2 Comments

The Part 2 document contains a substantial amount of detail concerning recycling facilities, built waste facilities and landfills. It also contains a series of transport schemes relating to existing quarries as well as wharf facilities, waste sites and landfills. There is a single mineral proposal for Dunald Mill Quarry, which is a limestone quarry.

There are no proposals and policies that relate specifically to the maintenance and delivery of sand and gravel supply and the development of new sand and gravel supply sites that are now needed in the County.

6.6 The Wyre Local Plan 2011-2031, adopted 2019

6.6.1 SP1 Development Strategy

1. The overall planning strategy for the Borough will be one of growth within environmental limits. The overarching aim will be to meet the housing needs of all sections of the community, raise economic performance, average wage levels and GVA generation, while minimising or eliminating net environmental impact. This will be achieved through new development and other activity by the Council and stakeholders in relation to the following factors that affect these outcomes:

- a) Land supply for business development;
- b) Quantity, quality and mix of housing;
- c) Environmental protection and enhancement;
- d) Provision of key infrastructure and services;
- e) Quality of place;

2. The spatial approach in this Local Plan is one of sustainable extensions to the towns and rural settlements in accordance with the settlement hierarchy below, with settlements higher up the hierarchy, where possible, taking more new development than settlements lower down the hierarchy.

New development is required to be of appropriate type and scale to the character of the settlement in the hierarchy unless specifically proposed by other policies in this Local Plan.

Hierarchy	Settlement (s)	% of housing growth ¹⁸		Employment growth ¹⁹	
		Number	%	Ha	%
Urban Town	Fleetwood, Poulton-le-Fylde, Cleveleys, Thornton, Normoss ²⁰	4,285	48.6	23.6	49.6
Key Service Centre	Garstang	1,036	11.8	4.8	10.1
Rural Service Centres	Knott End/Preesall, Great Eccleston, Hambleton, Catterall	1,626	18.5	11.1	23.3
Main Rural Settlements	Bilsborrow, Pilling, Barton, St Michaels, Bowgreave, Inskip, Stalmine, Forton, Preesall Hill, Scorton	1,309	14.9	1.9	4
Small Rural Settlements	Cabus, Churchtown/Kirkland, Hollins Lane, Calder Vale, Dolphinholme (Lower)	125	1.4	0	0
Other undefined Rural Settlements		421	4.8	6.2	13
Total		8,802	100	47.7	100

3. Within the period 2011 to 2031, the Local Plan will deliver a minimum 7,384 dwellings and 43 hectares of employment land.

4. New built development will take place within settlement boundaries defined on the adopted Policies Map, unless development elsewhere in designated countryside areas is specifically supported by another policy in the Local Plan. Development within settlement boundaries will be granted planning permission where it complies with the other policies of this Local Plan.

5. Outside settlements with defined boundaries the amount of new built development will be strictly limited. Individual opportunities which will help diversify the rural economy or support tourism will be supported where they are appropriate in scale and in accordance with other policies where relevant. If developed sites within the open countryside become available for redevelopment, the priority will be to minimise the amount of new development that takes place and the level of activity that a new use generates, while securing a satisfactory outcome.

6. Strategic areas of separation will be maintained between the following settlements as shown on the adopted Policies Map:

- a) Knott End/ Preesall and Preesall Hill;
- b) Forton and Hollins Lane;
- c) Garstang and Cabus;
- d) Garstang and Bowgreave;
- e) Bowgreave and Catterall;
- f) Fleetwood and Thornton.

7. Development that would erode the openness of designated 'strategic areas of separation' and the effectiveness of the gap in protecting the identity and distinctiveness of the two settlements will not be permitted.

6.6.2 Comments

This policy confirms that the Council is planning for both housing and economic/employment growth in the period to 2031, which means planning for the delivery of substantial amounts of new development. There is a commitment to deliver a minimum of 7,384 new dwellings and 43 hectares of employment land in the period to 2031.

In order to achieve Wyre Council's strategy and plan for growth there will be a need for sufficient supply of construction materials, including aggregate minerals, which include sand and gravel. Sand and gravel will be needed to produce concrete and mortar as well as providing granular material needed in construction projects. As sand and gravel tends to mainly serve local markets (which brings sustainability and environmental benefits) there is a need for reliable sources of sand and gravel supply to serve the planned delivery of development in the Wyre Council administrative area.

In this regard the application proposals will provide a suitable supply of quality sand and gravel to serve these local market demands, particularly as the applicant, Baxter Construction, will utilise a significant proportion of the supply in their own construction projects in the locality.

The policy clearly highlights the need to ensure a sufficient supply of sand and gravel in the plan period to 2031 and beyond to enable delivery of housing and employment development, along with other infrastructure development, that is planned for in the Local Plan.

6.6.3 SP2 Sustainable Development

1. All development should contribute positively to the overall physical, social, environmental and economic character of the area in which the development is located.
2. All development in Wyre should be sustainable and contribute to the continuation or creation of sustainable communities in terms of its location and accessibility.
3. Where there is any conflict between environmental, economic and social objectives, development proposals will be required in the first instance to seek to incorporate solutions where all objectives can be met.

4. In order to deliver sustainable communities the Local Plan includes policies and proposals which:

- a) Facilitate economic growth including in the rural areas;
- b) Maintain the vitality of all town, district and local centres;
- c) Ensure housing provision to meet the needs of all sections of the community;
- d) Facilitate the provision of strategic and local infrastructure and services;
- e) Maximise the use of previously developed land;
- f) Ensure accessible places and minimise the need to travel by car;
- g) Maximise the use of existing infrastructure and services;
- h) Reduce and manage flood risk;
- i) Protect and enhance biodiversity, landscape, cultural heritage and green infrastructure assets;
- j) Achieve safe and high quality designed local environments which promotes health and well-being.

5. Development proposals must not compromise the Borough's ability to improve the health and well-being of local residents.

6. Development proposals must demonstrate how they respond to the challenge of climate change through appropriate design and by making best use of resources and assets, including the incorporation of water and energy efficiency measures through construction and operational phases and the reuse and recycling in construction both in the selection of materials and management of residual waste.

6.6.4 Comments

The proposals set out in the planning application constitute sustainable development in accordance with Policy SP2.

The sand and gravel supplied by the site will contribute to physical, social and economic priorities of the Wyre Local Plan by enabling the delivery of housing, employment and infrastructure development that is planned for.

The environmental effects of the phased, temporary operations can be managed and mitigated to within acceptable thresholds whilst the mineral is extracted and supplied and the site backfilled to enable restoration. The restoration of the site will make long-term positive contributions to high-quality agriculture use, nature conservation/biodiversity, as well as the delivery of recreation and tourism to the benefit of the Wyre administrative area.

6.6.5 SP4 Countryside Areas

1. The open and rural character of the countryside will be recognised for its intrinsic character and beauty. Development which adversely impacts on the open and rural character of the countryside will not be permitted unless it is demonstrated that the harm to the open and rural character is necessary to achieve substantial public benefits that outweigh the harm.

2. Within Countryside Areas as defined on the adopted Policies Map planning permission will only be granted for new development that meets the requirements of the Core Development Management Policies and it is for the purposes of:

- a) Agriculture, forestry, mineral extraction or equine related activities, and the diversification of agricultural businesses in line with Policies EP8 (Rural Economy) and EP10 (Equestrian Development);
- b) Outdoor sport and leisure facilities where a countryside location is needed and justified and is in accordance with other Local Plan policies;
- c) Holiday accommodation in line with Policy EP9;
- d) Renewable Energy in line with Policy EP12;
- e) The provision of affordable housing in accordance with Policy HP4 (Rural Exceptions);
- f) The reuse or refurbishment of listed buildings or institutional buildings and associated buildings set within their own grounds;
- g) Agricultural, forestry or other rural based enterprise workers' dwellings in accordance with policy HP7 (Rural Workers Accommodation);
- h) The expansion of business in rural areas in accordance with policy EP8 (Rural Economy).

3. Unless material considerations indicate otherwise planning permission will be granted for operational development that is demonstrated as necessary for the continued operation of an educational establishment within countryside areas subject to the requirements of the Core Development Management Policies.

4. The conversion of existing buildings will be permitted where it meets the requirements of the Core Development Management Policies and it is demonstrated that the following order of priority has been considered:

- 1) Employment (use class B1 (now part of class E(g), B2 and B8) uses appropriate to the rural area;

-
- 2) Tourism destination uses or other non-retail commercial use or retail to serve local needs in accordance with Policy EP7 (Local Convenience Stores);
 - 3) Live/work units;
 - 4) Tourism accommodation subject to Policy EP9 (Holiday Accommodation);
 - 5) Residential provided the development results in an enhancement to the immediate setting, and
 - a) Where the proposal involves a use other than in 1) above, applicants will be expected to demonstrate that they have made every reasonable effort to secure a use higher in the order of priority including appropriate marketing in accordance with policy SP6 (Viability); and
 - b) The buildings are of a permanent and substantial construction and are capable of conversion without major or complete reconstruction; and
 - c) The buildings are large enough for the proposed use without the need for an extension which would be out of scale with the host building or incompatible with the character of the area; and
 - d) In the case of a building erected under the provisions of the General Permitted Development Order the Council must be satisfied that it was originally erected for genuine purposes.
 5. The conversion of an existing building which does not comply with the sustainability requirements of Policy SP2 will only be permitted where it is demonstrated that it will secure the long term future of a building significant for its heritage value, or would involve the subdivision of an existing residential building for residential use.
 6. In order to maintain control over the future development of the site, in appropriate cases the Council will remove permitted development rights, and/or restrict conversions to the particular use applied for in the case of commercial conversions.
 7. Within the designated Coastal Change Management Area as shown on the adopted Policies Map planning permission will only be granted for development in association with the purposes listed below and provided the development meets the requirements of the Core Development Management Policies:
 - a) Agriculture and fisheries;
 - b) Coastal flood defences;
 - c) Navigation;
 - d) Informal recreation;
 - e) Nature conservation;

- f) Off-shore energy developments;
- g) Small scale extensions to existing buildings.

6.6.6 Comments

This policy clearly confirms that mineral extraction is a form of development that can take place in the countryside areas of the Wyre Local Plan. To be clear, the planning application proposals are located in the "Countryside Area" covered by Policy SP4.

There is therefore no "in-principle" policy resistance to the proposed temporary mineral working and phased restoration operations taking place in the proposed location.

The policy also refers to tourism accommodation in the countryside areas with cross-reference to Policy EP9 on Holiday Accommodation, which is considered below.

6.6.7 CDMP1 Environmental Protection

1. Development will be permitted where in isolation or in conjunction with other planned or committed developments it can be demonstrated that the development:

- a) Will be compatible with adjacent existing uses or uses proposed in this plan and it would not lead to significant adverse effects on health, amenity, safety and the operation of surrounding uses and for occupants or users of the development itself, with reference to noise, vibration, odour, light, dust, other pollution or nuisance, Applications will be required to be accompanied, where appropriate by relevant impact assessments and mitigation proposals;
- b) In the case of previously developed, other potentially contaminated or unstable land, a land remediation scheme can be secured which will ensure that the land is remediated to a standard which provides a safe environment for occupants and users and does not displace contamination;
- c) (i) Will not give rise to a deterioration of air quality in a defined Air Quality Management Area or result in the declaration of a new AQMA. Where appropriate an air quality impact assessment will be required to support development proposals. (ii) Where development will result in, or contribute to, a deterioration in air quality, permission will only be granted where any such harm caused is significantly and demonstrably outweighed by other planning considerations and appropriate mitigation measures are provided to minimise any such harm.

2. Proposals for the development of hazardous installations/pipelines, modifications to existing sites, or development in the vicinity of hazardous installations or pipelines, will be permitted where it has been demonstrated that the amount, type and location of hazardous substances would not pose unacceptable health and/or safety risks.

6.6.8 Comments

This policy highlights environmental amenity considerations that will be assessed for any development proposals. As required by Policy CDMP1 the applicant has carried out an Environmental Impact Assessment (EIA) and set out the findings in an Environmental Statement (ES) that has been submitted as part of the planning application package of documents.

The ES confirms that potential environmental and amenity impacts can be kept to within acceptable thresholds during the operational phases of the development, including mitigation and control of potential noise, dust, vibration and visual effects. The proposed restoration end-uses will make long-term positive contributions in terms of health, amenity and enhancement of the local environment.

6.6.9 CDMP2 Flood Risk and Surface Water Management

6.6.10 Flooding

1. Development is required to have regard to the most up-to-date Wyre Strategic Flood Risk Assessment Level 2 27 including the SFRA Level 2 Flood Risk Sequential Test Paper and comply with the most up to date version of any relevant plans and strategies including:

- a) Surface Water Management Plan;
- b) Local Drainage Strategies;
- c) Land Drainage Strategy;
- d) Catchment Flood Management Plans;
- e) Shoreline Management Plan;
- f) Coastal Defence Strategy;
- g) Emergency Flood Plans.

2. Development will be required to demonstrate that:

- a) It will not be at an unacceptable risk of flooding; and
- b) It would not lead to an increased risk of flooding elsewhere; and

c) It would not adversely affect the integrity of tidal and fluvial defences or access for essential maintenance and emergency purposes.

3. Where development is proposed in areas at risk of flooding, unless specifically proposed in this Local Plan, it must be demonstrated that the Sequential Test has been applied and there are no reasonable available alternative sites at lower risk, considering the nature of flooding and the vulnerability of the development.

4. Subject to passing the Sequential and, where required, the Exception Test as set out in national policy and guidance, development will only be permitted in flood risk areas where appropriate mitigation and/or adaption measures are proposed to reduce the likelihood and / or impact of flooding.

6.6.11 Surface Water Management

5. Major category development²⁹ will be expected to include proposals for, and implement Sustainable Drainage Systems (SuDS)³⁰ utilising lower lying land within the site, existing natural water features and other above ground measures for the management of surface water at source, unless demonstrated to be inappropriate.

6. Where possible all development will need to achieve greenfield runoff rates and will need to comply with the options below in accordance with the hierarchy order set below, for the management of surface water:

- a) Rainwater harvesting for later use;
- b) Continue and/or mimic the site's current natural discharge process;
- c) Discharge into infiltration systems located in porous sub soils;
- d) Reduce flows to a minimum by green engineering solutions such as ponds; swales or other open water features for gradual release to a watercourse and/or porous sub soils;
- e) Attenuate by storing in tanks or sealed systems for gradual release to a watercourse;
- f) Direct discharge to a watercourse;
- g) Direct discharge to a surface water sewer;
- h) Direct discharge to highway drainage systems subject to an agreement with the Local Highway Authority; and

Only as a last resort after all other options have been discounted, including evidence of an assessment, controlled discharge into the combined sewerage network where United Utilities have indicated acceptance. Development will be required to minimise the rate of discharge to the public sewerage system as much as possible.

On previously developed land, a reduction of at least 30% will be sought, rising to a minimum of 50% in Critical Drainage Areas. Developments will be expected to drain on a separate sewerage system, with only foul drainage connected into the foul sewerage network.

7. Developments will need to consider and implement measures either wholly or in part, including in combination, higher up in the priority list and demonstrate why measures higher up in the priority list are not practical wholly or in part including in combination, before considering measures lower down the priority list.

8. Development proposals will need to demonstrate an adequate surface water drainage system which is maintainable for the lifetime of the development. Within Critical Drainage Areas this will need to be covered as part of a Flood Risk Assessment (FRA). Developers will need to provide details of the long-term maintenance of the surface water drainage system.

6.6.12 Comments

As part of the EIA/ES that accompanies this planning application a Flood Risk Assessment has been carried out. This confirms that the operational development and restoration will not cause an increase in flood risk elsewhere and that the operations constitute “water compatible” development that can take place in areas at risk of flooding as they have a low sensitivity to flood events.

The development will not adversely affect the integrity of tidal and fluvial flood defences. The end-uses, which include agriculture, biodiversity and soft recreational uses and water areas will achieve greenfield run-off rates in the longer-term.

6.6.13 CDMP3 Design

All development will be required to be of a high standard of design and appropriate to the end use. Innovative design appropriate to the local context will be supported and will be expected to demonstrate an understanding of the wider context and make a positive contribution to the local area.

Development will, in particular, be assessed against the following criteria:

- a) All development must be designed to respect or enhance the character of the area and minimise energy consumption having regard to issues, including density, siting, layout, height, scale, massing, orientation, landscaping and use of materials. Where possible and appropriate recycled materials should be used.

- b) Development will be required to create or make a positive contribution to an attractive and coherent townscape both within the development itself and by reference to its integration with the wider built environment having regard to the pattern and design of internal roads and footpaths in respect of permeability and connectivity, car parking, open spaces, landscaping, and views into and out of the development.
- c) Development must not have an unacceptably adverse impact on the amenity of occupants and users of surrounding or nearby properties and must provide a good standard of amenity for the occupants and users of the development itself.
- d) Development must create safe and secure environments that minimise the opportunities for crime and promote community safety.
- e) Adequate provision must be made in all new developments to enable the effective and efficient management and removal of domestic or commercial waste.
- f) Development must, where appropriate, ensure that vehicular access is provided to the boundary with any adjacent land so that the ability to develop such land is not prejudiced or prevented.

6.6.14 Comments

The planning application proposals have been carefully designed to minimise and mitigate any potential adverse impact on the amenity of local residents and nearby properties. The ES presents the findings of the EIA that has been carried out and confirms the effectiveness of the mitigation and site control to ensure that potential temporary impacts are kept to within acceptable thresholds.

Following restoration there will be long-term enhancement of local amenity as the end-uses become established and contribute positively to the local environment.

6.6.15 CDMP4 Environmental Assets

1. Development proposals should, where possible:
 - a) Provide enhancements in relation to the environmental assets in this policy; and
 - b) Seek to minimise or eliminate net environmental impact.
2. Development will be required to be accompanied by proposals to mitigate the overall environmental impact and maximise further opportunities to improve the environmental outcomes. Where mitigation measures are not considered adequate, appropriate on or off site compensation measures will be sought to off-set the environmental impact of the development.

3. Development will be permitted where, following implementation of any required mitigation, there is no unacceptable impact on environmental assets or interests, including, but not limited to, green infrastructure, habitats, species, soils, water quality and resources and trees and hedgerows.

Green Infrastructure

4. Development proposals will be expected to protect and enhance the functionality and interconnectivity of Green Infrastructure as a whole.

5. The adopted Policies Map identifies the key elements of Wyre's Green Infrastructure. This includes parts of designated countryside areas on the urban peninsula and Coastal Sands.

6. Where appropriate development must be designed to make a positive contribution to Wyre's Green Infrastructure through:

- a) Inclusion of multi-functional landscaped public open space in the development;
- b) Retention and enhancement of existing ecological and landscape features on the site;
- c) Incorporation of features in the built fabric that support and enhance key local species;
- d) Provision for active travel on foot or bicycle;
- e) Physical and functional connections with neighbouring Green Infrastructure sites or countryside areas; and
- f) The creation of new areas of trees and woodland.

7. Development involving the partial or complete loss of land identified as Green Infrastructure on the adopted Policies Map or any unidentified areas including playing fields will not be permitted unless it is demonstrated that:

- a) A connected network of green spaces is maintained; and
- b) The development can be accommodated without the loss of the function of the Green Infrastructure site; or
- c) The site is surplus to requirements; and d
- d) The impact on the green infrastructure as a whole can be mitigated or compensated for through the direct provision of new or improved Green Infrastructure elsewhere of the same or improved functionality and accessibility, or through the provision of a financial contribution to enable this to occur; or
- e) The need for or benefits arising from the development demonstrably outweigh the harm caused, and the harm has been mitigated or compensated for so far as is reasonable.

8. All development that includes an element of Green Infrastructure will be required to secure the appropriate maintenance of the space in the long term.

Water Courses and Bodies

9. Wyre's rivers and water bodies, including the Lancaster Canal, are important components of Green Infrastructure. Development alongside water courses or bodies should wherever possible make active use of the water through the layout and orientation of development and the integration of the water and its environs into the development's public space. In addition it should enhance the waterside environment and boost the Green Infrastructure function of the water course or body. Development close to water courses or bodies should not sever recreational routes, prejudice recreational uses, reduce water quality, diminish the ecological value of the water body or environs, increase flood risk or interfere with culverts or drainage.

Habitats, Species and Ecological Networks

10. The Borough's designated and undesignated ecological assets will be protected, enhanced and managed with the aim of establishing and preserving functional networks which facilitate the movement of species and populations and protect the Borough's biodiversity. Development should contribute to the restoration, enhancement and connection of natural habitats through the provision of appropriate Green Infrastructure and to a net gain in biodiversity where possible.

11. Where development is considered necessary within or affecting an internationally or nationally designated site, adequate mitigation measures and/or compensatory habitat creation will be required through planning conditions and/or obligations. Where significant harm to designated sites resulting from development cannot be avoided, adequately mitigated or, as a last resort, replaced or compensated, the development will not be permitted. A project specific Habitat Regulation Assessment (HRA) may be required and should have regard to the mitigation measures in the Local Plan Habitats Regulations Assessment. Residential developments located within 3.5km of Morecambe Bay, a European protected nature conservation site will be required to prepare a Home Owners Pack for future home owners highlighting the sensitivity of Morecambe Bay to recreational disturbance

12. Development affecting habitats or species of local importance, including Biological Heritage Sites, or habitats or species listed in the Lancashire Biodiversity Action Plan and Lancashire Key Species³³ will not be permitted unless the harm caused is significantly and demonstrably outweighed by other planning considerations and an

appropriate mitigation can be secured or as a last resort, the loss is replaced or adequately compensated.

13. Development that would result in the further fragmentation of, or compromises the function of, Wyre's ecological network will not be permitted unless:

- a) The harm caused is significantly and demonstrably outweighed by other planning considerations; and
- b) An appropriate mitigation and compensation strategy can be secured.

Landscapes and Geological Sites

14. New development will be required to have regard to relevant National Character Areas³⁴ and take into consideration the site's landscape setting including local and long distance views, in and out of the site.

15. Development permitted by other policies of the Plan should have no unacceptable cumulative impact on landscape character within or outside settlement boundaries and the principal elements and features associated with it. Development proposals should be designed to avoid negative landscape effects and where this is not possible negative landscape effects should be effectively mitigated.

16. Development likely to damage or destroy a designated geological site will not be permitted unless the harm caused is significantly and demonstrably outweighed by other planning considerations and an appropriate mitigation strategy can be secured.

Agricultural Land

17. Development which is likely to lead to the permanent loss of the best and most versatile agricultural land (grades 1, 2 and 3a) will not be permitted unless supported by other policies in the plan or it is demonstrated that the loss is outweighed by other planning considerations.

Water Resources

18. Development which would have an unacceptable effect on the quality or yield of groundwater or surface water resources will not be permitted. Development within a Source Protection Zone will be required to demonstrate no adverse impact to ground water quality including through leakage. Where relevant, mitigation will be required.

19. Development will be required to protect the water quality of existing water resources, such as watercourses, coastal waters and groundwater.

20. Developments using private water supplies will only be permitted if it is demonstrated that the water supply meets current quality standards.

Trees and Hedgerows

21. Development will be expected to incorporate existing trees and hedgerows into the design and layout of the scheme where possible unless their loss is essential to allow the development to go ahead and is supported by evidence in a tree or hedgerow survey.

22. Where tree and hedgerow loss is unavoidable, an equivalent amount of new trees and hedgerows of suitable species should be proposed unless a clear justification is provided for not doing so. Where appropriate, opportunities to increase tree and hedgerow cover should be explored.

23. Development and planting schemes must be designed so as to avoid: a) Damage to existing trees which are to be retained; or b) The potential for future conflict between buildings and trees.

24. Where development is proposed which would result in the loss of ancient woodland, protected tree(s) or veteran tree(s), planning permission will only be granted where:

- a) The removal of one or more trees would be in the interests of good arboriculture practice; or
- b) It is demonstrated that the benefits of the proposed development outweighs the amenity and/or nature conservation value of the tree(s).

6.6.16 Comments

The ES that accompanies the planning application confirm the EIA findings that there will be no unacceptable impacts on habitats, species, soils, water quality and water resources, or on trees and hedgerows.

The proposed restoration will deliver biodiversity net-gain.

Whilst there would be short-term, temporary impact on the local landscape, which would be controlled and mitigated, the restoration would deliver a mix of end-uses that will contribute positively to the local landscape in the long-term.

Best and most versatile soils will be retained and carefully managed during the operations and used appropriately in the restoration to secure the restoration of sufficient areas of land to best and most versatile agricultural land.

The EIA/ES confirms that the operations will not adversely affect groundwater.

Trees and hedgerows will be retained, where practicable, in the operational phases and new trees and hedgerows established through the site restoration programme.

It is therefore considered that the proposals meet the requirements of Policy CDMP4.

6.6.17 CDMP5 Historic Environment

1. The Council's overall objective in relation to the historic environment is for designated and non-designated heritage assets to be protected, conserved and where appropriate enhanced for their aesthetic and cultural value and their contribution to local distinctiveness and sense of place.

2. New development will be required to protect, conserve and, where appropriate, enhance the historic environment, through high standards of design. Proposals for new development should identify and take advantage of opportunities to integrate with and promote the Borough's heritage assets.

3. Development with the potential to affect the significance of any designated or non-designated heritage asset, either directly or indirectly including its setting, will be required to sustain or enhance the significance of the asset where appropriate.

4. Proposals which will cause substantial harm to, or total loss of significance of, a designated heritage asset will not be permitted unless it is demonstrated that:

- a) The substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss; or
- b) The nature of the asset prevents all reasonable uses of the site; and
- c) No viable use of the heritage asset itself can be found in the medium term through appropriate marketing in accordance with policy SP6 (Viability) that will enable its conservation; and
- d) Conservation by grant funding or some form of charitable or public ownership is demonstrably not possible; and
- e) The harm or loss is outweighed by the benefit of bringing the site back into use.

5. Proposals which will cause less than substantial harm to the significance of a designated heritage asset or harm to an undesignated heritage asset that is considered by the Council to have local significance will not be granted unless:

- a) In the case of a designated heritage asset, the public benefits of the proposed development or works where appropriate, clearly outweigh the loss of significance;
- b) In the case of a non-designated heritage asset, the benefits of the proposed development or works where appropriate, clearly outweigh the loss of significance having regard to the scale of harm or loss.

6. In making its assessment in relation to parts 4 and 5 of this Policy, the Council will require as appropriate evidence to be provided setting out:

- (1.) The significance of the heritage asset, in isolation and as part of a group as appropriate, its contribution to the character or appearance of the area, and the degree of harm that would result;
- (2.) The public benefit arising from the proposals for the site;
- (3.) The condition of the asset and the cost of any repairs and enhancement works that need to be undertaken;
- (4.) The adequacy of efforts made to sustain existing uses or find viable new uses;
- and 5. Appropriate marketing in accordance with Policy SP6 (Viability).

7. Where proposals include the loss of important heritage buildings or features, applicants will be required to demonstrate that retaining, reusing or converting these buildings, or maintaining features, has been considered and found to be unviable.

8. Where some impact on significance is considered acceptable, the Council will require a programme of recording the asset to be implemented prior to any work being carried out.

9. Where an unlisted building makes little or no contribution to the character of a conservation area and has little or no significance in its own right, proposals for its demolition will be granted permission where alternative proposals for the site make a positive contribution to the preservation or enhancement of the character of the conservation area.

10. Consent will not be granted for the demolition of a designated heritage asset until and where appropriate an acceptable redevelopment scheme has been approved and there is evidence demonstrating reasonable certainty that the scheme will be implemented.

Archaeology and Scheduled Monuments

11. Where development affecting sites of known archaeological interest is acceptable in principle, preservation in-situ is the preferred solution. Where preservation in-situ is not justified or possible, the developer will be required to make appropriate and satisfactory provision for the excavation and recording of the remains and to agree a timetable for the publication of findings before development commences.

12. Development affecting nationally important archaeological remains and their settings, whether or not they are scheduled, will only be permitted where the archaeological value and interest of the remains and their settings is preserved.

13. Development affecting locally important archaeological remains and their settings will only be permitted where it is demonstrated that the public benefit of the development outweighs the local value of the remains. The developer will be required to provide a programme of investigation and recording of the remains and a timetable for the publication of findings agreed.

6.6.18 Comments

An EIA has been undertaken and the findings presented in an ES that accompanies this planning application. The ES confirms there will be no unacceptable impacts upon heritage assets and the potential for any impact on buried archaeology can be properly and proportionately dealt with through the implementation of a written scheme of investigation (if required) that can be the subject of planning controls.

6.6.19 CDMP6 Accessibility and Transport

1. Development will be permitted provided it meets the requirements of the Core Development Management Policies and it has been demonstrated that:

- a) Land safeguarded for transport and highway improvements in the Local Transport Plan, Fylde Coast Highways and Transport Masterplan and any other scheme or strategy by the Highways Authority and Highways England is not compromised;
- b) Road safety and the safe, efficient and convenient movement of all highway users (including bus passengers, refuse collection vehicles, the emergency services, cyclists and pedestrians) is not prejudiced;
- c) Safe and adequate vehicular, cycle and pedestrian access to and from, and circulation within, a proposal site would be provided;
- d) Appropriate provision is made for vehicular access, off-street servicing and parking in accordance with the Council's standards set out in Appendix B unless it is demonstrated to the satisfaction of the Local Planning Authority in consultation

with the Local Highways Authority that different provision is justified taking into account local circumstances;

- e) Where appropriate, access by public transport is catered for either by providing for bus access into the site where appropriate, or by ensuring that safe and convenient access exists to the nearest public facility;
- f) Measures are included to encourage access on foot, by bicycle and public transport and reduce car reliance;
- g) The needs of people with disabilities and older people are fully provided for, including those reliant on community transport services;
- h) Developments adjacent to or affecting railway lines, including resulting in a material increase or change of character of the traffic using a rail crossing of a railway, should ensure that there will not result in an adverse impact on the operational safety of the railway network; and
- i) Corridors which could be developed as future transport routes (e.g. disused railway lines) are not prejudiced.

2. Development which includes parking provision shall also make appropriate provision where practical for standard charge Electric Vehicle Recharging (EVR) points.

3. Where a development has an adverse impact on the existing highway network, developers or operators will be required to provide or contribute to such works to the transport network, including sustainable travel measures as are necessary to mitigate these impacts.

4. Where the above requirements can only be satisfied through the undertaking of off-site works the cost of these shall be borne by the developer.

5. Development which would attract large numbers of people on a regular basis or generate significant amounts of movement will be required to be supported by a Travel Plan setting out the measures that the developer, either alone or in conjunction with neighbouring uses, shall adopt to reduce reliance on the use of the private car for journeys to and from the site.

Public Rights of Way

6. Proposals will not be permitted which:

- a) Adversely affect an existing Public Right of Way and the public's enjoyment of it unless a satisfactory alternative is provided in terms of an equally attractive, safe and convenient route; or
- b) Detract from the character of an existing right of way; or

c) Do not accord with the need to improve and provide access to the countryside for the disabled.

7. Proposals for new and improved walking routes, bridleways and cycling routes across the Borough will be supported.

6.6.20 Comments

A transport assessment (TA) has been carried out as part of the EIA and the findings are presented in the ES that accompanies this planning application.

The TA confirms that the proposals, including the proposed access, and the movement of vehicles generated by the operations will not prejudice road safety or the efficient movement of traffic on the highway network.

The EIA/ES also demonstrates that, in relation to public rights of way (PROW), the potential receptors – footpath users - are transient (i.e they are moving through the countryside), and the potential impacts of the operations are short-term and temporary, particularly with a phased working programme for the site.

The restoration end-uses will ensure long-term public enjoyment of the PROW network and the local countryside.

6.6.21 EP9 Holiday Accommodation

1. Holiday accommodation sites including new short stay touring caravan and camping sites, will be permitted where they meet the requirements of the Core Development Management Policies and provided they satisfy the following criteria:

- a) The totality of development, including on site services, is of appropriate scale and appearance to the local landscape;
- b) Any new building and supporting infrastructure is necessary;
- c) New tourism accommodation sites incorporating new build accommodation will need to be supported by a sound business plan demonstrating long term viability; and
- d) Proposals for extensions to sites which include new built accommodation outside settlement boundaries will need to be supported by a viability assessment of the existing and proposed business.

6.6.22 Comments

The details of the outline tourism end-use contained in the planning application as part of the mix of proposed end-uses are of a scale, design and appearance that is appropriate to the local landscape.

The long-term viability of this use is partly linked to the type of recreational uses proposed that will provide access to the local countryside, amenities and local coastline.

7. MATERIAL PLANNING POLICY AND RELATED CONSIDERATIONS

7.1 Planning Policy

- 7.1.1 The analysis of Development Plan policy indicates clearly that the most important mineral planning policy documents are beyond their timescales and that important policies in relation to these proposals are well out of date in terms of the specifics that could be applied to the planning decision. Some of the generality of the out-of-date policies is helpful in outlining the general approach to aggregate/sand and gravel supply and it is this approach that points the decision maker towards both the National Planning Policy Framework – NPPF – 2021 and the latest Joint Lancashire Local Aggregates Assessment – LAA – 2022 for the latest policy and need aspects in relation sand and gravel supply and site delivery requirements in Lancashire.
- 7.1.2 These two documents are therefore material planning considerations of considerable weight in the determination of this planning application and will demonstrably outweigh the aggregate supply/need for sites policy content set out in the now out-of-date Development Plan.
- 7.1.3 It is important to confirm at this stage that there are no draft replacement mineral planning policy documents out to consultation and that, in the absence of such documents, it will most probably be the NPPF and the LAA that provide the planning policy and need/supply framework for the making of the decision on the proposals.
- 7.1.4 Reference to National Planning Practice Guidance on Minerals is also undertaken that provides some useful guidance on the approach to planning for mineral development.

7.2 The National Planning Policy Framework – NPPF - 2021.

- 7.2.1 **Para 2.** Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.

7.2.2 Comments

As discussed above, some of the most important elements of the Development Plan – relating to aggregates/minerals – are out of date, as the latest version of the NPPF 2021 has not been considered in the adoption of the aggregate supply policies set out in the out-of-date plans. Therefore, the Mineral Planning Authority (MPA) as decision maker on this application must rely heavily on the minerals and aggregate supply

policies of the NPPF 2021 which are material considerations of considerable weight given the time expired position on the aggregate policies of the Development Plan.

Having regard to Para 2 of the NPPF 2021 the application should not be determined in accordance with the aggregate/sand and gravel supply policies of the Development Plan as the more up to date NPPF 2021, which is a material consideration of weight, is more relevant and indicates the latest Government planning policy concerning the supply of these minerals.

7.2.3 Para 7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, 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. At a similarly high level, members of the United Nations – including the United Kingdom – have agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being and environmental protection.

7.2.4 Comments

In mineral/aggregate supply terms there is a need to ensure sufficient ongoing supply of sand and gravel to meet the needs of society in terms of construction materials for development. In this regard future generations will need housing, employments and infrastructure and the sand and gravel that can be supplied from this site will contribute to their delivery.

The planning application proposals constitute sustainable development as the temporary environmental effects of extracting and supplying the sand and gravel can be controlled and mitigated to within acceptable levels and the post-extraction site restoration will deliver long-term beneficial end-uses which will benefit future generations.

7.2.5 Para 11 (sub paras c and d)

Plans and decisions should apply a presumption in favour of sustainable development.

7.2.6 For decision-taking 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-date, 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.

7.2.7 Comments

In this case the policies that are most important to the determination of the planning application are out of date.

There are no clear reasons for refusing the proposals as they do not unacceptably impact on areas/assets of special or particular importance, nor do they unacceptably impact on other potentially sensitive receptors. Whilst there would be some controlled/mitigated effects during the operational phases these impacts are not so significant that they would demonstrably outweigh the benefits of the development, which are substantial in terms of aggregate supply and reclamation/restoration of the site to beneficial end-uses.

In terms of potential impacts and areas/assets of particular importance the NPPF 2021 includes various potential considerations, including:

- Public Rights of Way (para 100) – the development would not lead to unacceptable impact on public rights of way. Any impacts would be temporary, with transient receptors, and the site restoration will deliver land-use/environmental benefits to the locality.
- Transport (paras 110, 111, 113) – the development includes a safe and suitable access. There would be no significant impacts on the highway network or unacceptable impact on highway safety – all confirmed by the Transport Assessment (TA) contained in the Environmental Statement (ES).
- Flood Risk (para 167) – the EIA/ES contains a Flood Risk Assessment (FRA) which confirms that the development would not increase flood risk elsewhere. The development is designed to be flood resilient and is classed as a water compatible type of development.
- Biodiversity (paras 180-182) – the EIA/ES confirms there would be no significant harm to biodiversity/nature conservation interests including any notable habitat sites.

The site restoration includes the delivery of long-term biodiversity net gain which is supported by planning policy objectives.

- Pollution/Local Amenity (para 188) – the EIA/ES confirms that potential effects of noise and dust from the operational phases (which are temporary operations) can be mitigated to low levels and to within acceptable thresholds.
- Heritage (paras 195, 197, 205) – the EIA/ES confirms that the proposals will have minimal impact on heritage assets and that any potential for buried archaeology can be dealt with through site investigations and any necessary schemes of archaeological works.
- Overall – the EIA/ES is not indicating any significant or substantive adverse effects. Any temporary effects during the operational phases can be controlled and mitigated to within acceptable thresholds. The EIA/ES is confirming substantial benefits of the development in terms of aggregate supply and the proposed end-uses.

Given the substantive mineral supply and end-uses benefits of the development, and in the absence of any evidence to indicate significant environmental impacts that would demonstrably outweigh the substantial benefits, planning permission should be granted in accordance with Para 11 of the NPPF 2021.

7.2.8 Para 209. It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation.

7.2.9 Comments

These proposals will make an important and necessary contribution to aggregate supply and will supply high quality sand and gravel material that is needed to meet local/countywide demand from the construction industry. The strong need for the supply of sand and gravel from the site can be evidenced through reference to the Joint Lancashire LAA 2022 which is dealt with in the next section below and highlights the strong need to increase the supply of sand and gravel in Lancashire and for the delivery of new supply sites.

7.2.10 **Para 211.** When determining planning applications, great weight should be given to the benefits of mineral extraction, including to the economy. In considering proposals for mineral extraction, minerals planning authorities should:

- a) as far as is practical, provide for the maintenance of landbanks of non-energy minerals from outside National Parks, the Broads, Areas of Outstanding Natural Beauty and World Heritage Sites, scheduled monuments and conservation areas;
- b) ensure that there are no unacceptable adverse impacts on the natural and historic environment, human health or aviation safety, and take into account the cumulative effect of multiple impacts from individual sites and/or from a number of sites in a locality;
- c) ensure that any unavoidable noise, dust and particle emissions and any blasting vibrations are controlled, mitigated or removed at source, and establish appropriate noise limits for extraction in proximity to noise sensitive properties;
- d) not grant planning permission for peat extraction from new or extended sites;
- e) provide for restoration and aftercare at the earliest opportunity, to be carried out to high environmental standards, through the application of appropriate conditions. Bonds or other financial guarantees to underpin planning conditions should only be sought in exceptional circumstances;
- f) consider how to meet any demand for the extraction of building stone needed for the repair of heritage assets, taking account of the need to protect designated sites; and
- g) recognise the small-scale nature and impact of building and roofing stone quarries, and the need for a flexible approach to the duration of planning permissions reflecting the intermittent or low rate of working at many sites.

7.2.11 Comments

As per Para 11, in determining the planning application, great planning weight should be attached to the extraction and supply of the sand and gravel from the proposal site.

The site can contribute positively to the County/'s landbank of permitted sand and gravel reserves and is located outside of any nationally designated sensitive locations/landscapes. The EIA/ES confirms that, whilst there would be some temporary operational impacts, these can be controlled to within acceptable thresholds through site management and mitigation measures and through the imposition of planning controls.

The proposals involve phased working and progressive restoration with the delivery of positive end-uses which will make a long-term positive contribution to the local environment.

7.2.12 **Para 213.** Minerals planning authorities should plan for a steady and adequate supply of aggregates by:

- a) preparing an annual Local Aggregate Assessment, either individually or jointly, to forecast future demand, based on a rolling average of 10 years' sales data and other relevant local information, and an assessment of all supply options (including marine dredged, secondary and recycled sources);
- b) participating in the operation of an Aggregate Working Party and taking the advice of that party into account when preparing their Local Aggregate Assessment;
- c) making provision for the land-won and other elements of their Local Aggregate Assessment in their mineral plans, taking account of the advice of the Aggregate Working Parties and the National Aggregate Co-ordinating Group as appropriate. Such provision should take the form of specific sites, preferred areas and/or areas of search and locational criteria as appropriate;
- d) taking account of any published National and Sub National Guidelines on future provision which should be used as a guideline when planning for the future demand for and supply of aggregates;
- e) using landbanks of aggregate minerals reserves principally as an indicator of the security of aggregate minerals supply, and to indicate the additional provision that needs to be made for new aggregate extraction and alternative supplies in mineral plans;
- f) maintaining landbanks of at least 7 years for sand and gravel and at least 10 years for crushed rock, whilst ensuring that the capacity of operations to supply a wide range of materials is not compromised;
- g) ensuring that large landbanks bound up in very few sites do not stifle competition; and
- h) calculating and maintaining separate landbanks for any aggregate materials of a specific type or quality which have a distinct and separate market.

7.2.13 Comments

Para 213 makes clear that the Joint Lancashire LAA 2022 is a material consideration of considerable importance, and this is especially so given the out of date nature of the most potentially important mineral supply policies in the Development Plan. Para 213 also makes clear the need to plan for future provision of aggregates and the need to maintain a landbank of permitted reserves of sand and gravel to ensure security of and sufficient supply of sand and gravel aggregate.

In doing so Para 213 emphasises that there needs to be a range of sites to ensure competition in the market and effective supply. The proposal site will contribute positively to supply, the landbank and competition in the aggregate supply market. These are considerations of significant planning weight that should be weighed positively in the determination of the planning application.

7.3 The Joint Lancashire Local Aggregates Assessment – LAA - 2022

7.3.1 The evidence contained in this document is a major contributor to the shaping and adoption of planning policy for aggregate supply. It contains the material that informs and underpins this area of planning policy.

7.3.2 As already stated, it is an important material consideration in this case due to the main areas of aggregate policy being out of date, including the evidence on sand and gravel supply and demand. Its content needs to be considered in conjunction with the points set out above on the policies of the NPPF 2021, particularly those concerning the maintenance of aggregate/sand and gravel supply.

7.3.3 Before outlining the main evidence (based on 2021 data) it is useful to briefly reference back to some important points referenced in the adopted (but out of date) Lancashire minerals planning policy documents. Points as follows:

- The previously adopted plans were planning for a 10 years' time horizon (to 2021).
- The adopted plans were planning to supply 0.5 million tonnes of sand and gravel per annum.
- The amount of sand and gravel provision being planned for was a total of 4.1 million tonnes although no new sand and gravel extraction sites based were proposed - based on the level of already permitted reserves.
- Issues were raised over problems of maintaining a supply of high-quality sand following falls in production.

7.3.4 The summary of the main up to date evidence concerning sand and gravel supply and demand, as set out in the Joint Lancashire LAA 2022 (2021 data), is set out below.

7.3.5 The Executive Summary

- Total sand and gravel sales in 2021 were – 0.13 million tonnes (mt)
- Average sand and gravel sales over the previous 10 years were – 0.41 mt per annum
- Average sand and gravel sales over the previous 3 years were – 0.13 mt per annum.

7.3.6 The supply trend is decreasing (significantly in recent years).

7.3.7 The landbank of permitted sand and gravel reserves stands at 4.43 mt – approx. 11 years' worth of supply. However, a large part of the landbank is tied up in a single non-operational site (which is not currently contributing to supply). Overall productive capacity has fallen significantly with most of the sand and gravel quarries now closed/worked out.

7.3.8 Comments

The Executive Summary is highlighting some potentially significant issues in terms of maintaining an adequate supply of sand and gravel in future years – as is required by the NPPF 2021.

Quite clearly the levels of supply of sand and gravel are now well below the previously planned levels of around 0.5 mt per annum and the evidence indicates that even the 10 years average annual supply is below that amount.

The planning policies (which did not allocate additional sand and gravel sites for future supply) appear to have failed to ensure the delivery of sufficient sand and gravel supply sites to maintain a steady and adequate supply of sand and gravel aggregate. The consequence, which can now be seen in the 3 years sales average – a considerable under supply. This does not accord with the requirements of the NPPF 2021.

Whilst the stated landbank figure appears potentially healthy, the lack of productive sand and gravel sites within the County and uncertainty over the contribution to supply that from the permitted sites, suggests potentially serious issues in the County meeting the needs of the construction industry and the complying with the requirements of the NPPF 2021 in the short to medium term.

7.4 Published Lancashire Sand and Gravel Sales/ Demand

7.4.1 Information from the published LAA confirm the following:

- In the 5 years (inclusive) 2014 - 2018 sand and gravel sales were of the order of 0.5 mt pa (i.e. similar to that being planned for in the out of date mineral policy documents.
- From 2018 – 2021 there has been a steep decline in sand and gravel sales down to 0.13 mt pa in 2021

The steep decline in supply has resulted from the closure/working-out of 6 quarry production/supply units in the period 2015 to 2021 (with 3 closing in 2021).

Forecasts for future sand and gravel needs/demand can be based on various methodologies, including, potentially, the last 10 years sales average. The document confirms though that the last 3 years sales average is not appropriate for basing a forecast for future demand as there has been a significant fall in supply due to losses in productive capacity (rather than a reduction in demand).

Using various methodologies, the forecast future demand (need) for sand and gravel on an annual basis varies between 0.41 mtpa (based on the past 10 years average sales data) to 0.57 mtpa (based on future housing delivery/forecast of demand using Local Plan forecasting for 2021).

Aggregate sales and housing completion levels have shown a similar pattern over the last 10 years. It is predicted that housing completions and wider economic activity will increase in the future, and this will lead to an increased demand for aggregates.

There is a risk that the 10 years sales data – as a basis for future demand predictions – could be problematic as the 10 years period includes a recessionary period (as well as a significant recent fall in productive capacity/supply) which could result in an underestimate of future demand/needs.

The document indicates that other local information should also be considered in forecasting future sand and gravel demand/needs, as follows:

- A significant level of investment is planned for Lancashire's transport network, including through the Lancashire City Deal which includes major road infrastructure.
- Lancashire Enterprise Partnership's growth agenda including strategic scale employment development and many housing deliveries.
- The Northern Powerhouse aspirations and the Greater Manchester Joint Development Plan.

All these initiatives lead to a potential increase in future demand for aggregate/sand and gravel – a demand/need that is not reflected in past levels of sales/supply.

The LAA 2022 is recommending that the current serious deficiency in supply and the potential increase in future demand be addressed through a review of the Minerals Local Plan(s). (This was scheduled to commence in Autumn 2022)

7.4.2 Comments

These details contained in the LAA 2022 indicate that a failure to carry out a sufficiently timely review of the Lancashire Mineral and Waste Plans has exposed the County to an acute shortage of sand and gravel quarries/production sites and a consequent significant shortage in supply.

The adopted/out of date plans have not planned beyond 2021, whilst also not allocating any new sites in the period up to and beyond 2021. They have therefore failed to anticipate and address the situation that is now prevailing with the majority of sand and gravel sites now closed and sand and gravel supply dropping away significantly.

This situation confirms an overriding need for new, additional sand and gravel quarries to rapidly contribute to supply and then to help increase and maintain supply in the future.

The LAA 2022 itself now highlights the danger of basing plans for future provision on levels of past sales/supply which include recessionary years and years when supply has been heavily constrained by the loss of supply sites. Any approach to sand and gravel needs and future supply must therefore be focussed on future needs and some positive attempt to support plans for housing, employment and infrastructure delivery and planned increases in economic activity.

The consequence of not doing so would be to hinder growth and meeting social and economic needs and would fall well short of what is expected of the Mineral Planning Authority by the NPPF 2021. Put more simply, it would not be in the public, local or national interest to constrain supply of sand and gravel when there is already an acute need to increase its supply.

It is self-evident that permitting the planning application proposals would be a necessary step in addressing a serious supply problem that exists now – and not just in the future. That supply problem is clearly evidenced by the LAA 2022, and also clearly indicates the out of date nature of the adopted minerals policies and the absence of any suitable replacement policy document to properly address the sand and gravel supply issues.

In such circumstances it is critical that new proposals for sand and gravel are given a significant positive weighting in terms of their potential contribution to addressing these issues as rapidly as possible.

It is not sufficient for the MPA (in the LAA 2022) to simply indicate that a review of the planning policy documents is needed. Such a process will take time (several years) and has yet to commence even when scheduled.

Given that there is a current significant shortage of production sites and supply the MPA should be resolving to treat the need for additional supply and delivery of new production units as a major priority and therefore giving exceptional positive weight to this factor in determining planning applications like this one (i.e., treating the need as a potentially overriding need in the planning balance and determination process)

7.5 Sand and Gravel Supply

7.5.1 The LAA 2022 indicates that in 2021 there were approximately 4.4 million tonnes of sand and gravel reserves with planning permission in the county. These reserves are held in only 3 quarry/potential production sites.

7.5.2 Unfortunately, in terms of actual supply, one of these sites is classed as “inactive” and one site (Runshaw) – which holds the majority of these permitted reserves – has not yet commenced working in spite of obtaining planning permission some time ago.

7.5.3 There is therefore considerable doubt of the deliverability of supply from the landbank and the ability of the landbank to help maintain a steady and adequate supply of sand and gravel to meet forecast annualised demand requirements. In the meantime, supply from within Lancashire is now particularly low and the County has been a net importer of sand and gravel.

7.5.4 Comments

The NPPF 2021 warns of potential issues of larger landbanks bound up in very few sites. In this case, not only are there very few sites making up the landbank, the major holder of the sand and gravel sites remains non-operational. Even if it were to commence, and there appears to be some uncertainty around this, it is only a single production/supply site. Its contribution to annual supply therefore has limits and there would be minimal competition. This does not accord with national planning policy on aggregate supply planning.

In simple terms more sand and gravel reserves need permitting as quickly as possible, from a variety of sites to rapidly increase and then sustain supply whilst making sure that various local markets areas supplied and there is competition in the aggregate supply market – to ensure prices of construction materials are affordable and do not hamper development and growth that is planned.

Permitting these proposals is a necessary first step in this process of increasing supply and enabling the opening of deliverable of sites that are targeted at supplying construction markets. As already mentioned, it is important to stress that the applicant, Baxter Construction, would benefit significantly in having a supply of high quality sand and gravel from the application site at Bourbles Farm to supply its own development/ construction projects.

7.6 Meeting Future Sand and Gravel Demand/Needs

7.6.1 The LAA 2022 considers planning for sand and gravel supply over the period 2021 to 2036 (15 years). For the various types of demand forecast/calculation the document is showing shortfalls in future sand and gravel supply of between 1.7 and 4.2 million tonnes for this 15 years period.

7.6.2 The document also raises concerns on over-reliance on a single quarry (Runshaw) to meet a large part of future needs as this raises issues over location/distribution of supply and the amount of annual supply that can be sustained from a single production unit. This could constrain the amount of supply and impact on prices/competition.

7.6.3 The document therefore highlights projected future shortfalls in productive capacity, and supply and distribution of supply of sand and gravel in the County for the period 2021 to 2036.

7.6.4 The document goes on to advise of the need to address these issues through a review of the Minerals Local Plans and in so doing it suggests that any new policies should be flexibly worded so that consideration of the latest LAA can be fully taken into account in considering any development proposals (planning applications) for sand and gravel extraction and supply.

7.6.5 Comments

7.6.6 It is considered that last paragraph above is of significance. The MPA (as stated in the in the LAA 2022), is acknowledging the severity of the sand and gravel supply issue. It also highlights other issues and that appear throughout this planning policy analysis, which comprise the following:

- the adopted mineral/aggregate policies and their forecasts are well out of date,
- the supply situation has deteriorated as a consequence (with the County now struggling to supply much sand and gravel annually),
- there is no short-term prospect of resolving this situation through a policy review as this will take time, and
- the LAA 2022 (or subsequent versions) should therefore be a material consideration of significant relevance and weight in determining a planning application like this one at Bourbles Farm.

The evidence from the LAA 2022 is clear that great planning weight should be attached to the severe and pressing need for the proposed Bourbles Quarry site to contribute rapidly to sand and gravel supply in the County.

8. SUMMARY AND CONCLUSIONS

8.1 - Planning & Minerals Policy

8.1.1 The information reviewed comprises an analysis of the main and most important areas of planning policy that relate to this planning application for sand and gravel extraction and site restoration at Bourbles Farm, Lancashire.

8.1.2 The analysis has followed the approach and the framework for decision making that is set out in planning legislation and in national planning policy. It has therefore given initial and detailed consideration to the content of the development plan as it relates to the site and then gone on to consider material policy related consideration.

8.1.3 The analysis has confirmed the following:

- Adopted mineral planning policy documents for Lancashire are out of date.
- In particular, aggregate supply policies in the Development Plan and the underpinning calculations are no longer justified or properly relevant, other than the general approach to planning to ensure adequate and steady supply of aggregates.
- The environmental policies of the mineral policy documents are generally relevant and rightly highlight important environmental and amenity matters that should be taken into consideration in determining this planning application.
- The adopted Wyre Local Plan is relatively up to date and clearly indicates a substantial amount of housing, employment and infrastructure that is being planned for delivery. Therefore, there will be a substantial local demand for aggregates including sand and gravel.
- The Wyre Local Plan confirms that within countryside areas, within which these proposals are sited, it is anticipated that mineral extraction proposals could come forward and their taking place is acceptable in-principle in the countryside, but subject to a series of environmental tests.
- The Wyre Local Plan contains policies concerning environmental and amenity protection and this chapter refers the reader to the more detailed information contained in the Environmental Statement that accompanies the planning application, setting out the findings of the environmental impact assessment (EIA) that has been undertaken.
- The analysis highlights that other material considerations, in the form of the National Planning Policy Framework (NPPF) 2021 and the Joint Lancashire Local Aggregates Assessment 2022, are critical in the determination of this planning application, largely because some of the most important areas of minerals policy (on aggregates) are well out of date, with no replacement in process at present.

- The NPPF 2021 confirms that great weight should be given to benefits of mineral extraction and supply and emphasises the need to maintain an adequate and steady supply of aggregate minerals including sand and gravel.
- Having regard to paragraph 11 of the NPPF 2021 the analysis confirms that the most important/most potentially relevant areas of mineral policy are out date and that planning permission should therefore be granted as the proposals do not unacceptably impact on areas/assets of particular importance, the temporary operational effects can be controlled and mitigated to within acceptable thresholds and do not significantly and demonstrable outweigh the benefits of the proposals.
- The Joint Lancashire LAA 2002 provides substantive and robust evidence on the need for the Bourbles Farm extraction site and the significant benefits of its contribution to local sand and gravel supply. It makes clear there is an urgent need for this additional source of supply to make a contribution and the analysis concludes that great planning weight should be attached to these points.
- The site restoration to a mix of appropriate end-uses will lead to environmental and land-use benefits in the long-term. This includes a mix of best and most versatile agricultural land (BAMVAL), a positive and appropriate contribution to biodiversity net gain, and recreational and tourism uses. These uses will benefit the locality and quality of future life in Wyre and Lancashire.
- In view of the above points the proposals constitute sustainable development - which is supported by planning policy – with benefits in economic and social terms, and with short-term, temporary impacts managed and mitigated followed by the delivery of long-term environmental benefits.

8.1.4 Material planning/ policy considerations set out in the NPPF 2021, and the documentary evidence set out in the LAA 2022 make clear that, in determining this planning application, considerable planning weight must be given to the benefits of the proposals, particularly the significant need for the supply of the high-quality sand and gravel it can provide to sustain local construction markets.

8.1.5 This need is both substantial and urgent given the evidence set out in the LAA 2022 and the requirements set out in the NPPF 2021.

8.2 Development Proposal Summary

8.2.1 The proposed mineral development on land at Bourbles Farm, Lancashire has an important role to play in the future provision of sand and gravel for building and general construction industries within the Wyre District of Lancashire.

8.2.2 The proposed quarry site will make a significant contribution (around 0.5 million tonnes of high quality sand and gravel) to construction industry, specifically providing a source

of high quality construction materials to Baxter Group as part of their wider residential and construction business. The proposed quarry will also create local employment opportunities and the use of local businesses to supply the day to day needs of the operations.

8.2.3 The overall quarry development has a proposed life of some 7 years, comprising about 4 to 5 years of mineral extraction at a rate of around 100,000 tonnes per annum and a further 2 years or so of works to clear the site and complete the restoration of the quarry. The application incorporates a comprehensive package of mitigation measures aimed at reducing the impact of the proposed operations on the environment and the local community.

8.2.4 A new purpose built quarry access will be constructed linking the proposed quarry development to the existing road network serving the site that links with the regional and national highway network. This will provide acceptable distribution of lorry traffic associated with the development, which is compliant with the stated Sustainable Transport aims set out within local and National Policy documents.

8.2.5 The proposed restoration scheme will ensure that there will be long term benefits from the development for the local environment, including priority habitats that are of local and national significance, as included in various planning policy statements. In addition, the tourism aspects of the restoration scheme will provide added economic benefits to the local area, whilst removing the existing large scale duck breeding operations from the Bourbles Farm site.

8.3 Conclusions

8.3.1 In conclusion, there are no adverse impacts which significantly and demonstrably outweigh the benefits of the proposals that have been identified through the EIA process. In addition, it can be shown that the proposed development is compliant with the government's aims of Sustainable Development and is fully compliant with the policies, objectives and strategy of local, regional and national planning policy.

8.3.2 It is considered that the planning application should be permitted as a matter of importance to ensure a steady and adequate supply of aggregates are provided within the County of Lancashire. It is therefore respectfully requested that the application is supported by the Officers and Members of Lancashire County Council thus enabling the quarry development to commence at the earliest opportunity.

APPENDIX 1
SITE PHOTOGRAPHS 2023

APPENDIX 2

GEOLOGICAL INFORMATION

APPENDIX 3
PHASED CONSTRUCTION WORKING PLANS

APPENDIX 4
PROPOSED BUILT STRUCTURES & TYPICAL QUARRY PLANT

APPENDIX 5
NORTH-WEST SUDS PRO-FORMA

PLANS