



Lancashire Central Planning Statement

July 2022

Application for Outline Planning Permission
On behalf of Maple Grove Developments and Lancashire County Council



Lancashire Central Planning Statement

Prepared on behalf of Maple Grove Developments and Lancashire County Council

June 2022

Lancashire Central

Planning Statement

Prepared on behalf of Lancashire County Council and Maple Grove Developments

Project Ref	21616
Status	Final
Issue/Rev	1
Date	24 June 2022
Prepared by	Paul Reeves
Checked by	Paul Newton
Authorised by	Paul Newton

Barton Willmore, now Stantec
7 Soho Square
London
W1D 3QB

Tel: 020 7446 6888
Email: paul.newton@bartonwillmore.co.uk

Ref: 21616/A5/PR/PN
Date: June 2022

COPYRIGHT

The contents of this document must not be copied or reproduced in whole or in part without the written consent of Barton Willmore, now Stantec.

All our stationery is produced using recycled or FSC paper and vegetable oil based inks.

CONTENTS

1.0	INTRODUCTION	4
2.0	THE APPLICATION SITE AND SURROUNDINGS	9
3.0	THE PROPOSED DEVELOPMENT	15
4.0	PLANNING POLICY CONTEXT	23
5.0	PLANNING ASSESSMENT	40
6.0	SUMMARY AND CONCLUSIONS	71

APPENDICES

APPENDIX 1	:	SITE LOCATION PLAN
APPENDIX 2	:	PUBLIC FOOTPATH DIVERSION SCHEMATIC
APPENDIX 3	:	ILLUSTRATIVE MASTERPLAN

1.0 INTRODUCTION

Background

- 1.1 This Planning Statement has been prepared by Barton Willmore, now Stantec, on behalf of Maple Grove Developments Limited (MGD) and Lancashire County Council ("LCC") (as Freeholder) (both "the Applicant") to assess the planning matters arising from an outline planning application seeking planning permission for employment, residential and mixed uses and associated car parking, access, public open space, landscaping and other work at the Cuerden Strategic Site ("the Site"), now more commonly known "Lancashire Central".
- 1.2 The Site is allocated for strategic employment development and is one of the most significant economic development sites in Lancashire. The Site provides a once in a generation opportunity to achieve dynamic, sustainable, premium led development that has the potential to generate significant economic and wider benefits.

Form of Planning Application

- 1.3 The extent of the Site is identified on the Plan provided at **Appendix 1**.
- 1.4 The planning application seeks Outline Planning Permission for employment, residential and mixed uses and associated car parking, access, public open space, landscaping and other works ("the Proposed Development"). The description of development is:

"Application for Outline Planning Permission (with all matters reserved save for access from the public highway and strategic green infrastructure/landscaping) for a mixed-use development including the provision of Employment use (Use Classes B2/B8/E(g)); retail (use Class E(a)); food, drink and drive-through restaurant use (Use Class E(b)/Sui Generis Drive-Through); hotel use (Use Class C1); health, fitness and leisure use (Use Classes E(d)/F(e)/F2(b)); creche/nursery (Class E(f)); car showrooms (Use Class Sui Generis Car Showroom); Residential use (C3) the provision of associated car parking, access, public open space, landscaping and drainage."

- 1.5 The application is made by Lancashire County Council ("LCC") ("the Applicant") to Lancashire County Council ("the Determining Authority") in accordance with Regulation 3 of the Town and Country Planning General Regulations 1992, pursuant to Section 316 of the Town and Country Planning Act 1990 (as amended).

Summary of Scheme Benefits

1.6 The National Planning Policy Framework (NPPF) sets out the Government's objectives and identifies three key dimensions for achieving sustainable development (Paragraph 7). The development proposals are aligned with these goals and help to deliver social progress, economic well-being, and environmental protection. A summary of key benefits is detailed below:

Social Benefits

- The level of net job creation is a key significant benefit of the scheme. An estimated 2,300 full-time equivalent (FTE) person years of construction employment could be supported, both on-site and off-site in the construction supply chain. Once fully developed and occupied, around 2,200-5,600 FTE jobs will be located at the Site.
- The range of jobs that will be created will include entry-level positions in the retail and food and drink sector that will be valuable in providing highly localised employment for all ages but particularly young people, and good quality long term positions in both the office, industrial and logistics sectors.
- The addition of 116 new homes, both flats and houses, in South Ribble will be a positive contribution towards addressing the housing needs of the Borough. This will include provision of 15% of units as Starter Homes.
- The scheme will significantly enhance the retail and leisure offer for the benefit of residents and the employment floorspace being provided. The mixed-use area will include foodstore, gym, crèche/nursery, car showroom, restaurants and/or Drive-Through restaurant uses.
- The Proposed Development will provide new publicly accessible green open space which will include new pedestrian, cycling and jogging paths.
- The Site is fully accessible by public transport, with opportunities for further improvements through the proposed movement strategy across the wider allocated site.

Economic Benefits

- The new retail and leisure uses will encourage choice, competition and diversity in the local economy and retail sector and the creation of significant new job opportunities.
- Once fully developed and occupied, activities at the Site will support around 2,200-5,600 FTE jobs and £95-390m Gross Value Added business (GVA) per annum in the Central Lancashire economy.
- The retained household expenditure arising from the proposed new housing would be in the order of £2.1 million per annum.

- The employment floorspace would lead to total annual Business Rates revenue of approximately £3.1-3.3 million of which a proportion will be available for local retention.
- The proposed new housing would also lead to additional New Homes Bonus payments and Council Tax receipts:
 - Construction of the 116 new housing units would generate a New Homes Bonus payment of approximately £0.63 million for SRBC and £0.16 million for LCC; and
 - SRBC would also receive approximately £0.22 million per annum in Council Tax receipts once these units were occupied.
- The overall Community Infrastructure Levy (CIL) levied on the Development will be circa £1.4-2.3m.

Environmental Benefits

- The scheme will deliver extensive green infrastructure through the site, retention of existing landscape features and habitat creation.
- Creation of significant, publicly available accessible open space.
- Utilising sustainable building techniques.
- Reduction in the need to travel to more distant facilities/locations for retail and work trips.
- Enhancement to the accessibility of the site through improvements to pedestrian, cycle and bus access.
- The Proposed Development has been assessed against the NPPF, all relevant Development Plan Policies and other guidance at Section 5 of this Statement.

1.7 This Planning Statement forms part of a series documents that are submitted in support of, and as part of, the planning application. These are as follows:

- Planning Application Forms and Ownership Certificates;
- Design and Access Statement;
- Design Code;
- Parameter Plans;
- Landscaping Plans
- Public Right of Way and Footpath Diversion Order Plans;
- Highway, Access and Stopping Up Plans;
- Transport Assessment, including Framework Travel Plans;
- Statement of Community Involvement;
- Viability Appraisal;
- Phasing and Infrastructure Delivery Schedule;
- Employment Land Market Commentary;
- Energy Strategy;
- Utilities Statement;
- Economic Benefits Statement;
- Sustainability Statement;
- Drainage Strategy and Flood Risk Assessment;
- Minerals Resource Assessment;
- Retail Assessment;
- Planning summary and Benefits Statement;
- Archaeological Impact Assessment;
- Biodiversity Net Gain Report; and
- Heritage Impact Assessment.

1.8 An Environmental Impact Assessment (EIA) has also been prepared and is submitted in the form of an Environmental Statement (ES). The ES volumes and chapters are as follows:

- Volume 1 – Main Report:
 - Chapter 1 – Introduction;
 - Chapter 2 – EIA Methodology;
 - Chapter 3 – Site and Development Description;
 - Chapter 4 – Alternatives and Design Evolution;
 - Chapter 5 – Construction Methodology and Phasing;
 - Chapter 6 – Socio Economics;
 - Chapter 7 – Landscape and Views;
 - Chapter 8 – Built Heritage;
 - Chapter 9 – Transport and Access;
 - Chapter 10 – Noise and Vibration;
 - Chapter 11 – Air Quality;
 - Chapter 12 – Ecology;
 - Chapter 13 – Summary and Residual Effects.
- Volume 2 – Technical Appendices;
- Volume 3 – Technical Appendices; and
- ES Non-Technical Summary.

1.9 Read together, these documents provide a comprehensive overview and analysis of the Proposed Development and supporting justification.

Statement Contents

1.10 The scope of this Planning Statement is as follows:

- **Section 2:** describes the Site and the main features of the surrounding area;
- **Section 3:** sets out the key components of the Proposed Development;
- **Section 4:** outlines the relevant planning policy context of the Site and the Proposed Development;
- **Section 5:** sets out a planning assessment of the Proposed Development including overall compliance with adopted Development Plan Policy and other material considerations; and
- **Section 6:** provides an overall summary and our conclusions on the appropriateness of the Proposed Development.

2.0 THE APPLICATION SITE AND SURROUNDINGS

Application Site

1.11 The Site (location shown at Figure 2.1 below) extends to 51.3 hectares and is located approximately 4.5km to the south of the centre of Preston and is located to the south of Lostock Hall and Bamber Bridge. The Application Site is defined by the solid red line. Three other parcels of land are identified by a dotted red line. This additional land forms part of the same strategic allocation (the Cuerden Strategic Employment Site), and therefore shares an intrinsic link with the Application Site. This additional land is under separate ownership by Brookhouse Group Limited and is expected to come forward as a separate and distinct phase of development, subject to a separate planning application. Given this link, the development proposals plan positively for future access to this additional land.



Figure 2.1 – Site Location Plan

- 2.1 The Site is situated within the administrative area of South Ribble Borough Council (SRBC), who would normally act as the Determining Authority for any application seeking full or outline planning permission within this area. However, in this case, in accordance with Regulation 3 of the Town and Country Planning (General Regulations) 1992, LCC's Planning Department must act as the determining authority for this application, owing to its ownership and interest in the Application Site.
- 2.2 The Site is located on the western end of the M65 terminus roundabout, approximately 200m to the west of the junction between the M65 and M6. The Site is bound to the south-east by the M6 and M65 and the north by the A582 Lostock Lane. Stanifield Lane forms much of the western boundary of the Site, with agricultural land and scattered properties further to the west, with the railway and large warehouse developments beyond.
- 2.3 The Site currently comprises a series of agricultural fields, with associated field boundaries. A number of agricultural buildings are present within the centre of the Site, to the east of Stoney Lane House (which lies outside of the Site). Notwithstanding the agricultural setting of the Site, the land has for a long time being identified as a strategic development opportunity and benefits from a site allocation and extant permission for built development. Further details of this are outlined within the Planning History and Planning Assessment sections of this report.
- 2.4 The Site includes areas of existing infrastructure, including the M65 terminus roundabout, a stretch of Wigan Road to the east, Stanifield Lane to the west and a small area of the A582 Lostock Lane to the north.
- 2.5 The Site excludes the majority of Stoney Lane and Old School Lane and also excludes properties fronting onto these roads (including Brookhouse Farm, Stoney Lane House and the Grade II listed Old School House).
- 2.6 According to the Environment Agency Flood Zone Maps, the Site lies within Flood Zone 1 and is therefore classified as being at low risk of flooding from tidal or fluvial sources (1 in 1,000 or less annual probability). There are no sites designated for historic or ecological purposes on or close to the Site and the Site is not within an Air Quality Management Area (AQMA). Drainage, noise and air quality conditions relating to the Site have been assessed and are presented within the Water Resource and Flood Risk Assessment, Air Quality Assessment and Noise and Vibration Assessment forming part of the ES.

The Surrounding Area

2.7 As shown in Figure 2.2 below, the Site is adjacent to a corridor of Green Belt countryside which separates Leyland from the Preston conurbation.



Figure 2.2 The Site / wider location (figure extracted from Cuerden Strategic Site Masterplan)

2.8 Figure 2.3 demonstrates that, to the south of the Site, lies an aggregates extraction operation, with agricultural fields and the residential area of Farrington beyond.

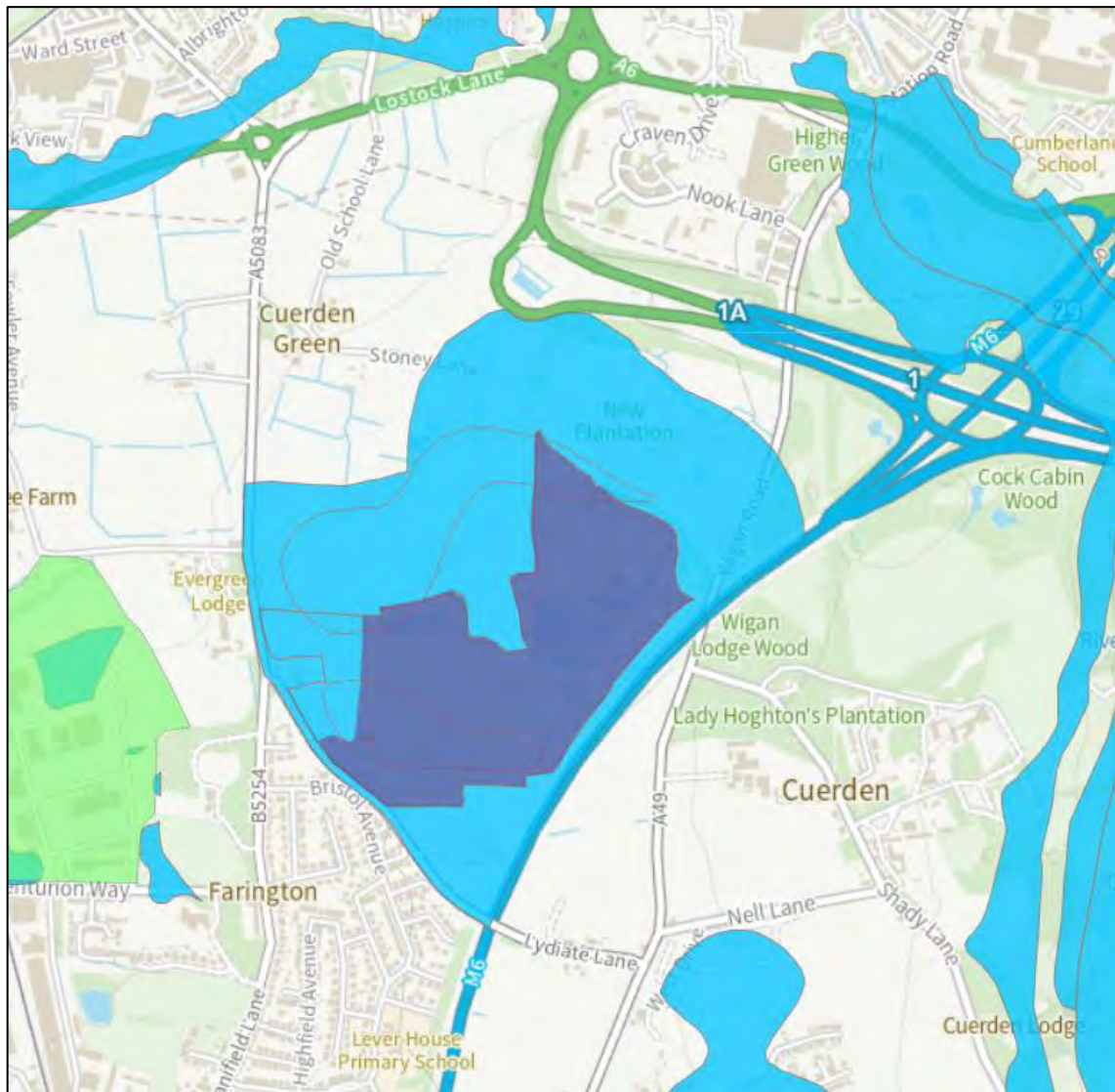


Figure 2.3 The adopted Minerals Safeguarding Area and Minerals Site Allocation

Relevant Planning History

- 2.9 The Site benefits from an existing planning permission for a similar form and quantum of development. An application (LPA Ref: 07/2017/0211/ORM) sought Hybrid Planning Permission for the comprehensive redevelopment of the Cuerden Strategic Site, of which the Application Site forms a part of. The formal description of development reads as follows:

"Hybrid planning application comprising of Full and Outline development - Environmental Impact Assessment (EIA) development Part 1 FULL - Retail floorspace (Use Classes A1 & A3) and associated car parking, site access, highway works, drainage and strategic landscaping; Part 2 OUT - Employment floorspace (Classes B1, B2 & B8), hotel (Class C1), health and fitness and leisure (Class D2), creche/nursery (Class D1), retail (Classes A1, A2, A3, A4 & A5), car showrooms (Use Class Sui Generis), residential (Classes C2/C3) and provision of associated car

parking, access, public open space, landscaping and drainage (Access applied for) and affecting the setting of a Listed Building”

- 2.10 The application was considered by Members of SRBC’s Planning Committee on 26th September 2017 where they unanimously resolved to grant planning permission subject to the satisfactory completion of a S106 Agreement (S106) and conditions. The S106 was subsequently completed, and planning permission issued by decision dated 20th December 2017.
- 2.11 Whilst some site preparation works has commenced, the permission has not yet been implemented. Following the grant of the hybrid planning permission, a number of the pre-commencement conditions (nine in total) have been discharged in respect of the full planning permission, and work is ongoing with a view to discharge the remaining twelve pre-commencement conditions to allow the implementation of that permission.
- 2.12 Importantly at the time of writing, the extant planning permission remains capable of implementation as long as the remaining pre-commencement conditions are discharged. The application therefore constitutes a form of committed development and should therefore be taken into account as a material consideration in the determination of any subsequent planning permission(s).
- 2.13 Outside of the Application Site boundary, but in the surrounding area, SRBC granted outline planning permission in September 2016 under ref 07/2016/0558/OUT for 9 dwellings and associated infrastructure on a 0.46-hectare site land fronting Stanfield Lane close to the junction with Brookhouse Farm located to the west of the Site. The design of this was subsequently amended via a further outline planning permission granted in January 2020 under ref 07/2019/12523/OUT. Neither permission has been implemented to date, however an application has been made under ref 07/2022/00091/DIS to discharge a number of related conditions. At the time of writing this application remains live and undetermined.
- 2.14 Lydiate Lane Quarry is a source of industrial activity in the area. The Quarry is located immediately to the south of the Site and is the subject of current mineral workings. The quarry site has a long and complex planning history with planning permissions granted by LCC as Minerals and Waste Planning Authority to a number of different operators. A sand quarry has been operational since 1998 following the grant of planning permission ref 07/91/648 on Appeal in August 1993. An extension of time to allow mining and landfill operations to continue for a further 5 years until 2016 was permitted in October 1998 under ref 7/98/360. Most recently, planning permission was granted in July 2016 (ref LCC/2016/0035) for the variation of a planning condition to allow the development to continue until 1 June 2031.

2.15 At the time of writing (June 2022), SRBC is currently assessing two minor applications which are of direct relevance to the proposed development. In March 2022, neighbouring landowner Brookhouse Group Limited submitted two planning applications, seeking full planning permission for two new vehicular access points onto its land. Given the amount of development that could be provided on this land, and the potential for access through the neighbouring land onto the Application Site, these proposals have been considered as part of the supporting documents.

3.0 THE PROPOSED DEVELOPMENT

Background

- 3.1 The Site is a sustainable and strategically significant site, and its development is capable of stimulating economic growth in Central Lancashire and the wider Lancashire sub region with the potential of attracting significant inward investment.
- 3.2 The Proposed Development represents an opportunity to deliver significant economic and employment benefits for the area. The scheme is capable of creating over 2,200-5,600 new jobs for local people in a variety of sectors, including manufacturing, logistics, retail, catering and hospitality plus those created during the construction process.

Form of Planning Application

- 3.3 As stated in the Introduction, Outline Planning Permission is sought for employment, a range of mixed uses, residential and associated car parking, access, public open space, landscaping and other works.
- 3.4 The application is submitted in outline with all matters reserved save for access from the public highway and the strategic green infrastructure running between the various development zones. Detailed drawings in respect of these two elements are provided as part of the application. All other matters are 'reserved' for consideration at a later stage through separate reserved matters applications.
- 3.5 Notwithstanding this, the application provides sufficient certainty to enable the decision maker to fully assess the Proposed Development in terms of the Environmental Impact Assessment (EIA) Regulations, but it also enables appropriate flexibility to allow the proposals to evolve over time.. To achieve the required level of flexibility, it is necessary to progress an outline application which will then enable the detailed design of the Proposed Development to evolve within a series of agreed development parameters.
- 3.6 A planning condition will be invited which requires all subsequent reserved matters applications to be submitted within the parameters set in the Parameter Plans and in accordance with the Design Code.
- 3.7 Given the significant scale and nature of the Proposed Development, and in the context that the delivery of the scheme will be carried out in phases on the basis of the viability assessment

and anticipated take-up of built floorspace, the Applicant is seeking a flexible approach to the fixing of time-limits within which the development as a whole is able to be carried out. To this aim, planning permission is sought for a maximum period of 10 years for submission and approval of all the reserved matters applications.

3.8 For clarity, the application framework and appropriateness of this approach is further explained below.

Application Framework

3.9 The application takes the form of an outline planning application, with all matters reserved, save for access and strategic landscaping.

3.10 The Design and Access Statement provides analysis of the site context and explains the rationale for the broad design approach taken in respect of the site.

3.11 The Proposed Development is defined by the Parameter Plans, which also include the parameters within which the detailed application falls. The Parameter plans include:

- 1) Development Zones; Land Use & Quantum; Maximum Building Heights;
- 2) Vehicle, Pedestrian and Cycle Access; and
- 3) Strategic Landscaping and Green Space.

3.12 The Design Code document details the major elements of land use, layout, form and scale, maximum floorspace quanta and other key development principles. Once approved, these will provide a basis for future reserved matters submissions.

Approach

3.13 The outline planning application, which seeks to bring forward the development in a number of phases, is appropriate as it addresses a number of key issues:

- Provides an element of flexibility: the detailed design of the outline elements of the Proposed Development will undoubtedly be subject to change to reflect market conditions, to accommodate improved building techniques and/or occupier requirements. The outline approach allows flexibility to address these potential changes whilst adhering to the principles of development established under the Parameter Plans and Design Code documents.

- Minor amendments: the outline approach allows for minor changes within the Design Code to be addressed and the scheme finalised for reserved matters submission without the expense and delay of a fresh full planning application.

3.14 The outline approach therefore has the following benefits:

- Provides a planning permission with commercial clarity/certainty at an early stage but with essential flexibility;
- Provides an opportunity to respond to market conditions and/or occupier demand by delivering a flexibility of uses through a number of reserved matters applications;
- Provides the Applicant with confidence that the principle of the scheme has been established to allow for further significant investment in detailed design stages;
- Provides a basis for LCC management and control of subsequent design processes and a clear and legal basis for protection of design quality. The Local Authority retains control of the scheme design and acceptability of the application proposals throughout the development management process; and
- Importantly, provides the key infrastructure as a first phase to open up the whole site for future development.

Submission

3.15 Key to the delivery and success of such an approach is ensuring sufficient information is available within the planning application to assess design quality and the effective use of conditions to control this and other requirements through reserved matters applications.

3.16 Fundamental elements of this process are the Design Code and Parameter Plan documents that form the determination drawings for the outline element of the planning application. These documents are supplemented by a Design & Access Statement, which includes a Development Framework Plan to demonstrate how the parameters and principles will deliver design quality and an appropriate form of development in the context of the existing Adopted Site-wide Masterplan.

3.17 These documents outline the parameters of the Proposed Development (e.g., land use, layout, form and scale, maximum quantum etc.) and where necessary and appropriate provide additional detail on design issues. Commentary on sensitive components of the outline elements of Proposed Development is provided including additional levels of detail to assist the LCC and statutory consultees in their assessment of the proposal and to illustrate the quality that could be achieved by the scheme.

Land Use

3.18 The land uses proposed within the Development are detailed in Table 3.1 below.

Table 3.1: Total Land Use

Use	Max Gross Internal Area (GIA) sqm/no. Units
Retail (E(a))	4,000
Hotel (C1)	2,500
Gym (E(d))	1,000
Food, Drink and Drive-Through Restaurant (E(b)/Sui Generis Drive-Through)	800
Car Sales (Sui Generis)	4,000
Creche (E(f))	500
Health Centre (E(e))	1,500
Employment (B2, B8)	155,000
Business (E(g)(i-iii))	32,000
Leisure Centre ((E(d), F1(e), F2(b)))	26,000
Residential (C3)	116 units

3.19 The Proposed Development will be delivered over 5 development Zones (as shown in Figure 3.1 below) and the split of land across these Zones is provided in Table 3.2.



Figure 3.1: The Development Zones

Table 3.2: Land Uses Per Zone

Use Class	MAX GIA SqM/No. Units	MAX Zone Development SqM/no. Units
Zone A – Employment North		
Retail (E(a))	4,000	30,000
Hotel (C1)	2,500	
Gym (E(d))	1,000	
Food, Drink and Drive-Through Restaurant (E(b)/Sui Generis Drive-Through)	800	
Car Sales (Sui Generis)	4,000	
Creche (E(f))	500	
Health Centre (E(e))	1,500	
Employment (B2, B8)	25,000	
Business (E(g)(i-iii))	4,000	
Zone B – Mixed Use		
Employment (B2, B8)	65,000	65,000
Business (E(g)(i-iii))	5,000	
Zone C – Employment South		
Employment (B2, B8)	18,000	18,000
Business (E(g)(i-iii))	5,000	
Leisure Centre ((E(d), F1(e), F2(b)))	13,000	
Zone D – Retail		
Employment (B2, B8)	47,000	47,000
Business (E(g)(i-iii))	5,000	
Leisure Centre ((E(d), F1(e), F2(b)))	13,000	
Zone E – Residential		
Residential (C3)	116	116
Total	227,300 + Residential	160,000 + Residential

- 3.20 A key feature of the development parameters is its ability to offer flexibility and the resilience to adapt to any changes in market demand over the course of construction and implementation. Limits are not just set on the maximum amount of development that can take place within a single Development Zone, but also within a specific land use.
- 3.21 As a result, whilst the application seeks planning permission for a total of 227,300 sqm of development, the development itself will be limited to a maximum floorspace of 160,000 sqm of employment and commercial development along with up to 116 residential units. The additional floorspace/uses within certain development Zones (mainly Zone A) are aimed at allowing a small level of flexibility in terms of potential uses, so that the development can respond to active market demand.
- 3.22 The main uses on the site will be employment based (Uses Classes B2, B8 and E(g)) albeit the significant site infrastructure will need to be in place before this element of the scheme can be viability delivered. Zone A will deliver a maximum of 25,000 sqm of employment use, whilst Zone C will deliver a mix of E(g), B2 and B8 uses up to a maximum of 65,000 sqm. This is

likely to be made up of a mix of warehouse & distribution and logistics operators and may include an element of ancillary office use.

Building Heights and Massing

3.23 The proposed maximum heights of the Development are shown in Table 3.3 below.

Table 3.3: Maximum Buildings Heights

Zone	Max Building Height (metres above finished floor level)	Max Building Height (metres AOD)
A	20.00*	64.09
B	25.00	77.00
C	22.15	60.15
D	24.70*	74.00
E	13.70	51.10

* Note that Development Zones A and D include sub-areas in which height is subject to further restrictions. Refer to the Parameter Plans for more detail.

3.24 In addition to the maximum height restrictions set across the five broad Development Zones, the proposed development also responds to parts of the Site which may be more sensitive. As such the Parameter Plans include two sub-areas of restricted height, which serve to integrate the proposed development with the surrounding area. The western part of Development Zone A will be subject to a restriction further reducing its maximum height from 20m to 15m. A similar restriction will be placed on the western part of Development Zone D, reducing its maximum height from 24.7m to 18.6m. These restrictions have been established through extensive pre-application discussions and stakeholder engagement.

Access

3.25 The application includes detailed proposals for access from the public highway. The access strategy comprises four vehicle access points:

- M65 terminus: access via a third arm off the existing terminus roundabout.
- A49 Wigan Road: access via a four-arm signalised junction will be provided off the A49.

- Stanifield Lane (Southern Access): access via a three-arm signalised junction will be provided off Stanifield Lane providing access to the employment development at Zone D, allowing for future linkages into (and through) the Future Phase land and into Zone A.
 - Stanifield Lane (Residential Access): access via a four arm staggered priority junction will be provided off Stanifield Lane to provide access to the residential development only.
- 3.26 The Transport Assessment provided as part of the application assesses the potential effects of these access points in detail.
- 3.27 Pedestrian and cycle access is provided throughout the Development and form an intrinsic part of the wider movement strategy. This network includes existing public rights of way, which will be retained and realigned where necessary.

Green Infrastructure

- 3.28 The applications include details of a strategic landscaping and green space across the Site. This is shown on the submitted Plans.
- 3.29 Existing trees and hedgerows will be retained. This includes along Old School Lane and existing field margins along the boundaries of the Site and along the route of Stoney Lane.
- 3.30 Proposed core site-wide green infrastructure includes:
- Woodland plantation replacement tree planting to the east of Old School Lane, to take account of losses within Zone D; and
 - Phase 1 Green Infrastructure, which includes:
 - Further woodland plantation replacement tree planting;
 - Native tree and scrub planting;
 - Ornamental tree and shrub planting;
 - Meadow grass areas;
 - Ponds/wetland;
 - Ecological features; and
 - Associated infrastructure, including access and drainage.

Footpath Diversions

- 3.31 The scheme requires diversions of existing footpaths. These will be re-routed through the Site to limit diversions and to ensure commodious and attractive routing. LCC is preparing a Footpath Diversion Order (FDO), which will be submitted concurrently with the planning application. A schematic drawing showing the proposed public footpath diversions within the Site is included at **Appendix 2**.

Anticipated Programme

- 3.32 Subject to the grant of planning permission, the construction of the Proposed Development is anticipated to commence in 2023 and span approximately 7 years. Construction of the road infrastructure and Zone D will form the first phases of the Development. Overall, the construction process is expected to be completed by the end of 2030 and Table 3.4 shows an indicative construction programme.

Table 3.4 Indicative Construction Programme

Zone	Duration (Years)	Construction	
		Start	Completion
A	3	2023	2026
B	4	2024	2028
C	2	2027	2029
D	2	2028	2030
E	2	2023	2025
Overall	7	2023	2030

Potential Future Development Phases

- 3.33 In the context of the previous 2017 application and the reduction in the size of the application site, it should be noted that the neighbouring parcels of land which are located outside of the current Application Site but form part of the Cuerden Strategic Site Allocation are expected to come forward as future phases of the development. Such phases would be subject to separate planning applications but would connect to the Application Site via a movement network which has been fully integrated into the access details for this application, and would ensure the comprehensive redevelopment of the allocated land in line with Policy C4.

4.0 PLANNING POLICY CONTEXT

Introduction

- 4.1 This section sets out the planning policy framework relevant to the Site and Proposed Development.
- 4.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) Town and Country Planning Act 1990 (as amended) require that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. One such material consideration is the National Planning Policy Framework (NPPF). Paragraph 14 of the NPPF, the presumption in favour of sustainable development, asks decision-makers to approve development proposals that accord with the development plan without delay.
- 4.3 The Development Plan for the Site comprises the following:
- Central Lancashire Core Strategy Development Plan Document (July 2012);
 - South Ribble Local Plan Development Plan Document (July 2015);
 - Lancashire Minerals and Waste Core Strategy Development Plan Document (March 2009); and
 - Lancashire Minerals and Waste Local Plan: Site Allocation and Development Management Policies Development Plan Document (September 2013).
- 4.4 The following Supplementary Planning Documents are also relevant to the Proposed Development:
- Central Lancashire Design Guide Supplementary Planning Document (October 2012);
 - Central Lancashire Open Space and Playing Pitch Strategy Supplementary Planning Document (August 2013); and
 - Central Lancashire Biodiversity and Nature Conservation Supplementary Planning Document (July 2015).
- 4.5 Furthermore, the Cuerden Site Masterplan (Adopted by SRBC in April 2015 for Development Management purposes) is also considered relevant as a material consideration in the determination of the proposals.
- 4.6 The relevant policy considerations that relate to the Site and Proposed Development are summarised below.

National Planning Guidance

- 4.7 The latest version of the NPPF was published in March 2021 and follows previous iterations published in March 2012, July 2018 and February 2019. The NPPF sets out the Government's objectives for achieving sustainable development and throughout all iterations to date, a presumption in favour of sustainable development has formed the central concept of the framework. As defined at Paragraph 7 of the NPPF, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet its own needs. The NPPF explains that the United Kingdom currently pursues 17 goals for sustainable development, which aim to address social progress, economic well-being and environmental protection.
- 4.8 When making planning decisions, NPPF paragraph 11 confirms that the presumption in favour of sustainable development means approving development proposals that accord with the Development Plan and also granting permission where there are no relevant development plan policies, or where the policies which are most important for determining the applications are out-of-date. Alongside the Development Plan, the NPPF presumption in favour of sustainable development should be applied as a key material consideration in the assessment of the Proposed Development.
- 4.9 The NPPF then outlines a series of considerations against which development should be assessed. In terms of the Proposed Development these are:
- Chapter 5 – Delivering a sufficient supply of homes;
 - Chapter 6 – Building a strong, competitive economy;
 - Chapter 7 – Ensuring the vitality of town centres;
 - Chapter 8 – Promoting healthy and safe communities;
 - Chapter 12 – Achieving well-designed places;
 - Chapter 14 – Meeting the challenge of climate change, flooding and coastal change;
 - Chapter 15 – Conserving and enhancing the natural environment;
 - Chapter 16 – Conserving and enhancing the historic environment; and
 - Chapter 17 – Facilitating the sustainable use of minerals.
- 4.10 The NPPF encourages Local Planning Authorities to approach applications in a positive and creative way, and decision-makers at every level should seek to approve applications for sustainable development where possible (Paragraph 38).
- 4.11 The sequential test should be applied to applications including main town centre uses on sites that are not located within an existing centre, with preference given to accessible sites that

are well connected to the town centre. Flexibility should also be demonstrated (Paragraph 87).

- 4.12 Paragraph 113 of the NPPF highlights that all developments that generate significant amounts of movement should be supported by a Transport Statement or Assessment. Planning proposals should provide a safe and suitable access to the site. In addition, the NPPF highlights that decisions should ensure that developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport methods can be maximised.
- 4.13 In terms of design, the NPPF requires high quality design. Planning decisions should ensure that developments optimise the potential of site(s) to accommodate and sustain an appropriate amount and mix of development (Paragraph 130(e)) which the Proposed Development will achieve through utilising this under used site. Developments should be visually attractive with good architecture and suitable landscaping. Additionally, the NPPF (paragraph 130(b)) encourages Local Planning Authorities to consider using design codes where they could help deliver high quality outcomes.
- 4.14 The NPPF states that new development should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where it is informed by site-specific flood risk assessment following the Sequential Test, and if required the Exception Test (Paragraph 167). The Site is in Flood Risk Zone 1 but an assessment has been undertaken due to site size.

Development Plan

Central Lancashire Core Strategy DPD

- 4.15 The Central Lancashire Core Strategy (CLCS) was Adopted in 2012 and sets out the Central Lancashire authorities' spatial planning proposals for the combined area of Preston, South Ribble and Chorley. The Core Strategy sets the overall strategic direction for planning the area from 2010-2026 in line with national policies. The policies contained in the Core Strategy serve to determine planning applications and priorities for South Ribble. CLCS policies considered relevant to the Proposed Development are as set out below.
- 4.16 Policy MP seeks to ensure consistency and accordance with the NPPF. The policy requires that "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."

- 4.17 **Policy 1: Locating Growth** states there is a focus on growth and investment on well located brownfield sites and the Strategic Location of Central Preston, the Key Service Centres of Chorley and Leyland and the other main urban areas in South Ribble. To promote vibrant local communities and support services, an appropriate scale of growth and investment will be encouraged in identified Local Service Centres and at certain other key locations outside the main urban areas. The policy states that growth and investment will be concentrated in the Preston/South Ribble Urban Area, Key Service Centres and Strategic Sites including Cuerden, which is allocated for employment.
- 4.18 **Policy 2: Infrastructure** requires work with infrastructure providers to establish works and/or service requirements that will arise from development proposals which could be met through developer contributions.
- 4.19 **Policy 3: Travel** indicates that the best approach to planning for travel will involve a series of measures including criteria such as improving pedestrian facilities; improving opportunities for cycling; improving public transport and improving the road network.
- 4.20 **Policy 4: Housing Delivery** sets out the housing targets for Preston, South Ribble and Chorley. The Core Strategy sets the minimum requirements at 417 dwellings per annum in South Ribble and a Central Lancashire total of 1,341. There is also a guide of 25-35 dwellings per hectare in suburban locations.
- 4.21 **Policy 5: Housing Density** requires development to be of a density in keeping with local areas and have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area. Development should also seek to ensure the most efficient use of land. Whilst the housing proposals form part of the outline element of the planning application, the proposed development will be designed to a high standard and ensure it relates well to existing residential development to the north of the Site.
- 4.22 **Policy 6: Housing Quality** sets out ways in which good quality new housing can be achieved. Whilst the residential element of the Proposed Development is part of an outline proposal, it seeks to allow flexibility for future schemes of high-quality design to come forward.
- 4.23 **Policy 7: Affordable and Special Needs Housing** seeks to enable sufficient provision of affordable and special housing to meet needs subject to site and development considerations, such as financial viability and contributions to community services.
- 4.24 **Policy 9: Economic Growth and Employment** states that economic growth and employment will be provided for in a number of ways including that major developments for employment

will be located in the Preston/South Ribble urban area, Leyland and Farington, and Chorley Town with regionally significant schemes at four sites including Cuerden.

- 4.25 **Policy 11: Retail and Town Centre Uses and Business Based Tourism** sets out the elements of the retail hierarchy indicating that retail and other town centre uses of a scale appropriate to the retail hierarchy and in sustainable locations will be supported subject to a number of criteria. The policy sets out South Ribble's shopping hierarchy of centres, showing Leyland Town Centre as the principal shopping area in the Borough followed by the District Centres of Bamber Bridge, Longton, Tardy Gate and Penwortham and then a network of supporting Local Centres.
- 4.26 **Policy 15: Skills and Economic Inclusion** seeks to improve skills and economic inclusion by working with existing and incoming employers to identify skills shortages; by liaising with colleges, training agencies and major local employers to develop courses and life-long learning and increase access to training, particularly in local communities that are the most deprived in this respect and by encouraging knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.
- 4.27 **Policy 16: Heritage Assets** seeks to protect and seek opportunities to enhance the historic environment, heritage assets and their settings by safeguarding heritage assets from inappropriate development that would cause harm to their significance; supporting development or other initiatives where they protect and enhance the local character, setting, management and historic significance of heritage assets, with particular support for initiatives that will improve any assets that are recognised as being in poor condition, or at risk.
- 4.28 **Policy 17: Design of New Buildings** states that the design of new buildings will be expected to take account of the character and appearance of the local area, including the following:
- siting, layout, massing, scale, design, materials, building to Zone ratio and landscaping;
 - safeguarding and enhancing the built and historic environment;
 - being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area;
 - ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa;
 - linking in with surrounding movement patterns and not prejudicing the development of neighbouring land, including the creation of landlocked sites;
 - minimising opportunity for crime, and maximising natural surveillance;
 - providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, providing open space, and enhancing the public realm;

- including public art in appropriate circumstances;
- demonstrating, through the Design and Access Statement, the appropriateness of the proposal;
- making provision for the needs of special groups in the community such as the elderly and those with disabilities;
- promoting designs that will be adaptable to climate change, and adopting principles of sustainable construction including Sustainable Drainage Systems (SuDS);
- achieving Building for Life rating of 'Silver' or 'Gold' for new residential developments; and
- ensuring that contaminated land, land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate remediation and mitigation measures.

4.29 **Policy 18: Green Infrastructure** states that proposals should manage and improve environmental resources through Green Infrastructure. The policy specifies particular locations for investment in and improvement to the natural environment and that mitigation and/or compensatory measures are required where development would lead to the loss of, or damage to, part of the Green Infrastructure network.

4.30 **Policy 21: Landscape Character Areas** requires new development to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features.

4.31 **Policy 22: Biodiversity and Geodiversity** requires development to conserve, protect and seek opportunities to enhance and manage the biological and geological assets of an area. This includes:

- Promoting the conservation and enhancement of biological diversity;
- Seeking opportunities to conserve, enhance and expand ecological networks; and
- Safeguarding geological assets that are of strategic and local importance.

4.32 **Policy 23: Health** requires integration of public health principles and planning and help to reduce health inequalities by measures including:

- Working with health care commissioners to support health care infrastructure and particularly to improve primary care and mental health care access and facilities;
- Where required by the priorities of health care commissioners, identifying sites for new facilities reflecting the spatial distribution of need, the importance of accessibility, and opportunities for different service providers to share facilities;

- Seeking contributions towards new or enhanced facilities from developers where new housing results in a shortfall or worsening of provision;
- Requiring Health Impact Assessments on all strategic development proposals on Strategic Sites and Locations.

4.33 **Policy 26: Crime and Community Safety** seeks to plan for reduced levels of crime and improved community safety by measures including encouraging the inclusion of Secured by Design principles in new developments. The policy also encourages the provision of adequate leisure and community facilities or activities, particularly in high crime areas, and especially for young people.

4.34 **Policy 27: Sustainable Resources and New Developments** requires the incorporation of sustainable resources into new development through the following measures:

All new dwellings will be required to meet Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016. Minimum energy efficiency standards for all other new buildings will be 'Very Good' (or where possible, in urban areas, 'Excellent') according to the Building Research Establishment's Environmental Assessment Method (BREEAM).

Subject to other planning policies, planning permission for new built development will only be granted on proposals for 5 or more dwellings or non-residential units of 500 sqm` or more floorspace where all of the following criteria are satisfied:

- a) Evidence is set out to demonstrate that the design, orientation and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change;
- b) Prior to the implementation of zero carbon building through the Code for Sustainable Homes for dwellings or BREEAM for other buildings, either additional building fabric insulation measures, or appropriate decentralised, renewable or low carbon energy sources are installed and implemented to reduce the carbon dioxide emissions of predicted energy use by at least 15%;
- c) Appropriate storage space is to be provided for recyclable waste materials and composting.

4.35 **Policy 29: Water Management** seeks to improve water quality, water management and reduce the risk of flooding by:

- a) Minimising the use of potable mains water in new developments;

- b) Working with the regional water company and other partners to promote investment in sewage water treatment works to reduce the risk of river pollution from sewage discharges;
- c) Working with farmers to reduce run-off polluted with agricultural residues into watercourses;
- d) Appraising, managing and reducing flood risk in all new developments, avoiding inappropriate development in flood risk areas particularly in Croston, Penwortham, Walton-le-Dale and southwest Preston;
- e) Pursuing opportunities to improve the sewer infrastructure, particularly in Grimsargh, Walton-le-Dale and Euxton, due to the risk of sewer flooding;
- f) Managing the capacity and timing of development to avoid exceeding sewer infrastructure capacity;
- g) Encouraging the adoption of Sustainable Drainage Systems; and
- h) Seeking to maximise the potential of Green Infrastructure to contribute to flood relief.

4.36 **Policy 30: Air Quality** requires improvement to air quality through delivery of Green Infrastructure initiatives and through taking account of air quality when prioritising measures to reduce road traffic congestion.

4.37 **Policy 31: Agricultural Land** seeks to protect the best and most versatile agricultural land, (Grades 1, 2 and 3a) that occurs in the west of Central Lancashire when considering both agricultural and other forms of development to avoid irreversible damage to, and instead achieve the full potential of the soil.

South Ribble Local Plan DPD

4.38 The South Ribble Local Plan sets the spatial development context for South Ribble to 2026. It sets out the vision for the Borough and South Ribble's interpretation of the Central Lancashire Core Strategy, including development management policies. The Local Plan also allocates or protects land for different uses, such as housing, employment or play space. The previous Local Plan (2000) no longer carries any weight and has been fully replaced by the Central Lancashire Core Strategy and SRLP. Policies considered relevant to the Proposed Development are as set out below.

4.39 The South Ribble Local Plan Policy Map 2015 (extract below at Figure 4.1) confirms the Site is designated as a Major Site for Employment-led Development (Ref J) wherein Policy C4 applies. Land designated as Green Belt is adjacent to the south and east of the Site and the Cuerden Valley Park forms part of the Wildlife Corridor to the east.

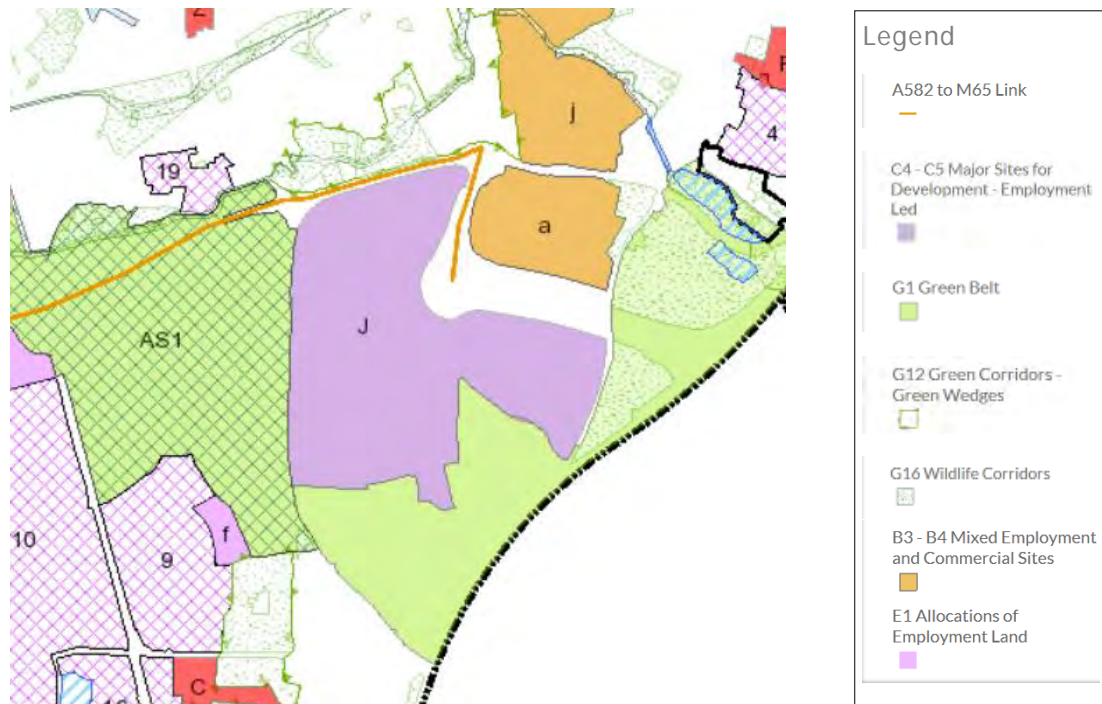


Figure 4.1 Local Plan Policy Map 2015 (Extract)

4.40 **Policy A1- Developer Contributions** states that new development will be expected to contribute to mitigating its impact on infrastructure, services and the environment and to contribute to the requirements of the community.

4.41 **Policy C4- Cuerden Strategic Site** states that planning permission will be granted for development of the Cuerden Strategic Site subject to the submission of:

- a) an agreed Masterplan for the comprehensive development of the site, to provide a strategic employment site, to include, employment, industrial and Green Infrastructure uses;
- b) a phasing and infrastructure delivery schedule;
- c) an agreed programme of implementation in accordance with the Masterplan and agreed design code.

Alternative uses, such as retail, leisure and housing may be appropriate where it can be demonstrated that they help deliver employment uses on this strategic site. The scale of any alternative enabling development will be limited to that which is clearly demonstrated to be necessary to fund essential infrastructure and which will not prejudice the delivery and maintenance of the primary employment function of the site. Any proposed main town centre uses must satisfy the sequential and impact tests set out in the NPPF, relevant policies of the Core Strategy and this Local Plan.

4.42 In understanding the status of Policy C4 it is important to note that LCC commissioned AECOM to produce a masterplan in consultation with SRBC and other key stakeholders. The Masterplan was formally adopted for Development Management purposes by SRBC's Planning Committee on 22 April 2015 and is a material consideration in the determination of planning applications relating to the site. The Preferred Masterplan is below in Figure 4.2.

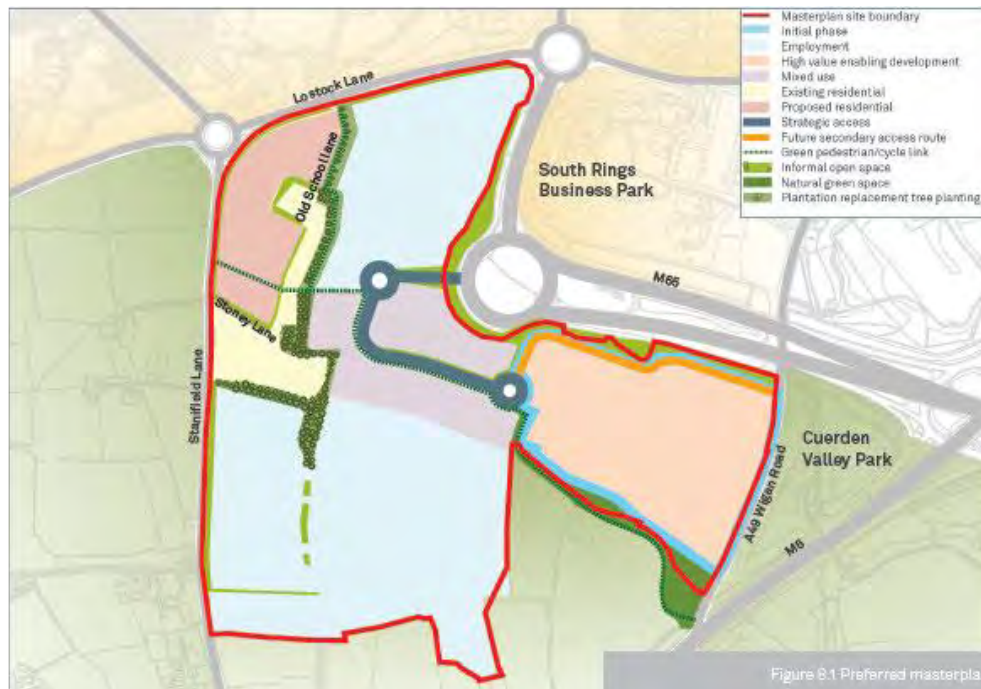


Figure 4.2: The 2015 Masterplan

4.43 **Policy F1 - Parking Standards** requires all development proposals to provide car parking and servicing space in accordance with the parking standards adopted by SRBC. The Proposed Development will conform to SRBC's parking standards as per Appendix 4 of the Local Plan.

4.44 **Policy G7 – Green Infrastructure – Existing Provision** requires that development proposals should seek to protect and enhance the existing Green Infrastructure. Development which would involve the loss of Green Infrastructure will not be permitted unless:

- a) Alternative provision of similar and/or better facilities for the community will be implemented on another site or within the locality; or
- b) It can be demonstrated that the retention of the site is not required to satisfy a recreational need in the local area; and
- c) The development would not detrimentally affect the amenity value and the nature conservation value of the site.

- 4.45 **Policy G8 - Green Infrastructure and Networks – Future Provision** requires all developments to provide appropriate landscape enhancements, conservation of important environmental features, make provision for the long-term use and management of these areas and provide access to well-designed cycleways, bridleways and footpaths to help link local services and facilities.
- 4.46 **Policy G10: Green Infrastructure in Residential Developments** states that all new residential development resulting in a net gain of five dwellings or more will be required to provide sufficient Green Infrastructure to meet the recreational needs of the development, in accordance with specified standards. The policy states that Green Infrastructure will normally be provided on-site, with off-site provision at the SRBC's discretion delivered by developer contributions.
- 4.47 **Policy G12 – Green Corridors/Green Wedges** requires new development to provide new green corridors to the existing/neighbouring communities and built-up area. Green corridors can be in the form of linear areas of Green Infrastructure, such as footpaths and cycleways, with the appropriate landscaping features such as trees, hedges and woodland.
- 4.48 **Policy G13 - Trees, Woodlands and Development** states that planning permission will not be permitted where the proposal adversely affects trees, woodlands and hedgerows.
- 4.49 **Policy G16 - Biodiversity & Nature Conservation** states that the SRBC's biodiversity and ecological network resources will be protected, conserved and enhanced. The policy states the level of protection will be commensurate with the site's status and proposals will be assessed having regard to the site's importance and the contribution it makes to wider ecological networks. The policy also requires development to have regard to a number of provisions, including:
- the need to minimise impacts on biodiversity and providing net gains in biodiversity where possible by designing in wildlife and by ensuring that significant harm is avoided or, if unavoidable, is reduced or appropriately mitigated and/or, as a last resort, compensated;
 - the need to promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations;
 - where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, planning applications must be accompanied by a survey undertaken by an appropriate qualified professional; and
 - where the benefits for development in social or economic terms are considered to outweigh the impact on the natural environment, appropriate and proportionate

mitigation measures and/or compensatory habitat creation of an equal or greater area will be required through planning conditions and/or planning obligations.

4.50 **Policy G17** - Design Criteria for New Development outlines the requirements for development proposals in terms of design. These are:

- the proposal should not have a detrimental impact on the existing building, neighbouring buildings or on the street scene by virtue of its design, height, scale, orientation, Zone density, massing, proximity, use of materials. Furthermore, the development should not cause harm to neighbouring property by leading to undue overlooking, overshadowing or have an overbearing effect;
- the layout, design and landscaping of all elements of the proposal, including any internal roads, car parking, footpaths and open spaces, are of a high quality and will provide an interesting visual environment which respects the character of the site and local area;
- the development would not prejudice highway safety, pedestrian safety, the free flow of traffic, and would not reduce the number of on-site parking spaces to below the standards stated in Policy F1, unless there are other material considerations which justify the reduction such as proximity to a public car park. Furthermore, any new roads and/or pavements provided as part of the development should be to an adoptable standard;
- the proposal would sustain, conserve and where appropriate enhance the significance, appearance, character and setting of a heritage asset itself and the surrounding historic environment. Where a proposed development would lead to substantial harm or loss of significance of a designated heritage asset, planning permission will only be granted where it can be demonstrated that the substantial public benefits of the proposal outweigh the harm or loss to the asset; and
- the proposal would not have a detrimental impact on landscape features such as mature trees, hedgerows, ponds and watercourses. In some circumstances where, on balance, it is considered acceptable to remove one or more of these features, then mitigation measures to replace the feature/s will be required either on or off-site.

Lancashire Minerals and Waste Core Strategy DPD (2009)

4.51 **Policy CS1** states that minerals will be extracted only where they meet a proven need for materials with those particular specifications. 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.

4.52 Land to the south of the Site, the subject of existing mineral workings, is an Allocated Minerals Site (AMS ref IWR2) as shown on the Minerals and Waste Core Strategy Policies Map 1 (see extract below at Figure 4.2).

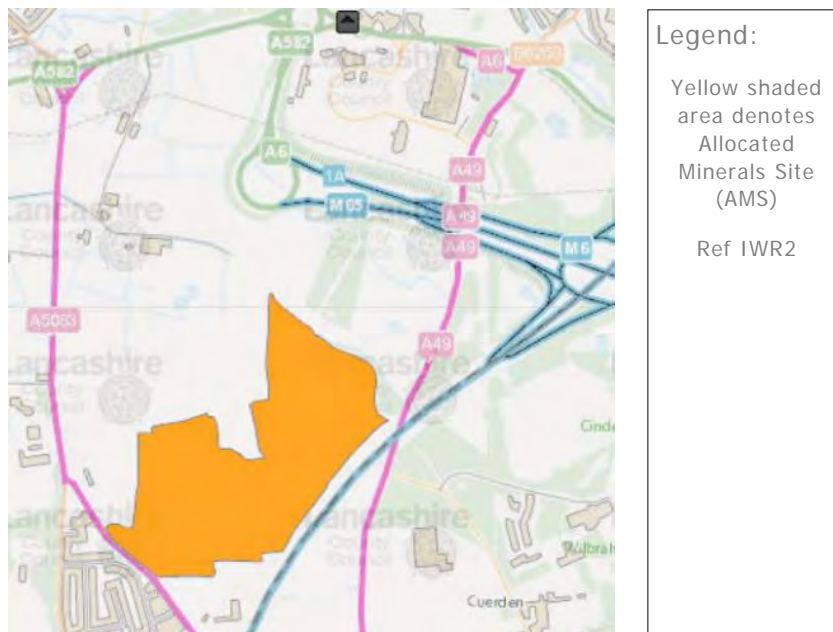


Figure 4.2 Location of Allocated Minerals Site (AMS) Ref IWR2

Lancashire Minerals and Waste Site Allocation and Development Management Policies Local Plan (2013)

4.1 **Policy M2 – Safeguarding Minerals** states that within the Plan area, Mineral Safeguarding Areas have been delineated on the Policies Map around all deposits of Limestone, Sand and Gravel, Gritstone, Shallow Coal, Brickshales and Salt. Within the Mineral Safeguarding Areas identified, planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals, unless the applicant can demonstrate to the satisfaction of the local planning authority that:

- the mineral concerned is no longer of any value or has been fully extracted;
- the full extent of the mineral can be extracted satisfactorily prior to the incompatible development taking place;
- the incompatible development is of a temporary nature and can be completed and the site returned to its original condition prior to the minerals being worked;
- there is an overarching need for the incompatible development that outweighs the need to avoid the sterilisation of the mineral resource;
- that prior extraction of minerals is not feasible due to the depth of the deposit; or
- extraction would lead to land stability problems.

4.53 The southern and eastern parts of the Site fall under a Mineral Safeguarding Area designation.

4.54 The extent of this designation is shown at Figure 4.3 below.

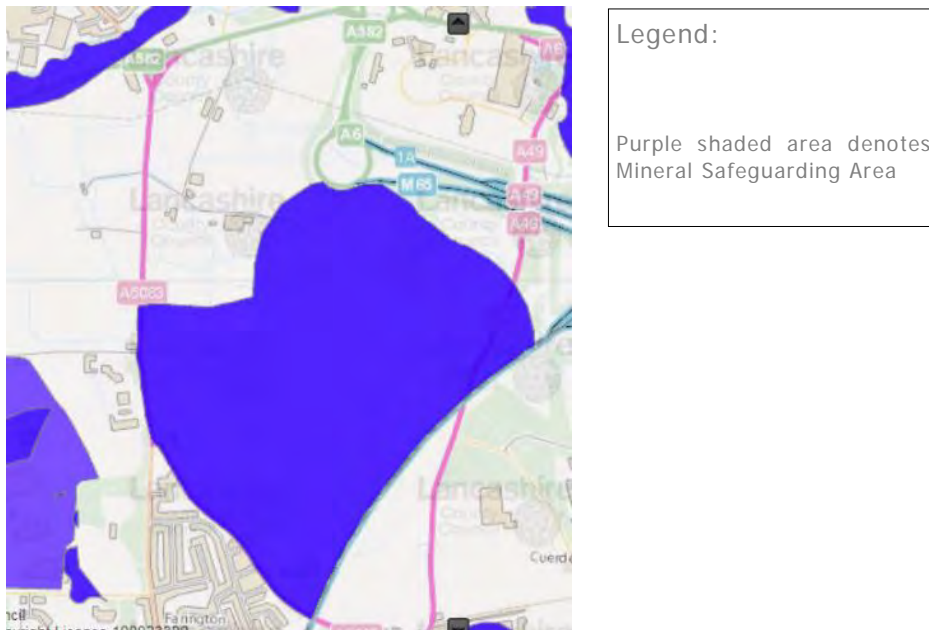


Figure 4.3 Mineral Safeguarding Area

Supplementary Planning Documents

4.55 Supplementary Planning Documents (SPDs) provide specific guidance and interpretation of relevant planning policies. The following SPDs are relevant to this application.

Central Lancashire Design Guide SPD (October 2012)

4.56 The Design Guide SPD provides an overview of the design principles that the Central Lancashire authorities will employ when considering planning proposals. A key objective of the SPD is to raise the level of quality of design of new buildings in the built environment across Central Lancashire and in so doing reinforce its unique character. The SPD sets a benchmark for design quality by endorsing best practice and requiring new development to enhance the character of an area through good design. The Design Guide is based on three main elements. These are the character of Central Lancashire, the design principles and the design process.

Central Lancashire Open Space and Playing Pitch Strategy SPD (August 2013)

4.57 The SPD provides an assessment of the quantity, quality and accessibility of open space provision in the three Central Lancashire Local Authority areas. The SPD sets new quantity standards for the provision of open space and applies the standards on a settlement or ward basis to identify where there are deficiencies in provision in relation to quantity.

Central Lancashire Biodiversity and Nature Conservation SPD (July 2015)

- 4.58 The SPD provides further guidance on Core Strategy Policy 22 on Biodiversity and Geodiversity which aims to conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through a series of measures. The SPD addresses the same issues as set out within Local Plan Policy G16, although there are some differences in the detailed policy wording.

Other Relevant Policy Documents

Cuerden Strategic Sites Masterplan (April 2015)

- 4.59 The Masterplan was formally adopted for Development Management Purposes by SRBC's Planning Committee on 22 April 2015. The Masterplan was generated through a comprehensive process of engagement and dialogue with a broad range of public and private sector stakeholders. It demonstrates how the overall vision can be achieved in a format that complies with planning policy requirements. Evolution of the Masterplan at each stage was determined through a balanced approach that takes into account matters highlighted through scenario testing, the viability studies and flexibility identified in the spatial framework. The resulting Preferred Masterplan has the potential to integrate environmental, economic and social objectives within a strong spatial framework, which has good design at its core. The preferred Masterplan is set out below.

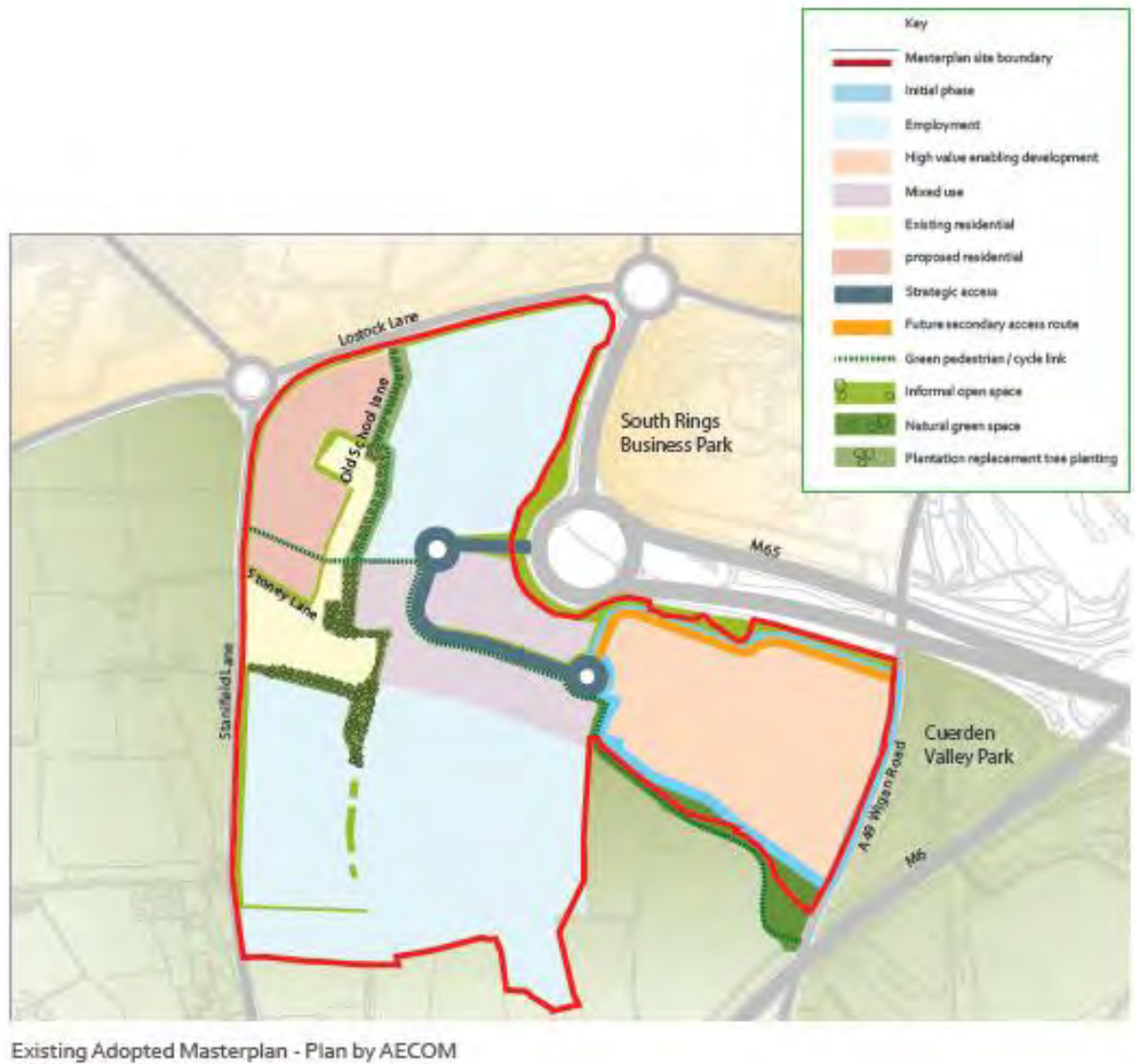


Figure 4.4 Preferred Masterplan (2015)

Policy Conclusions

- 4.60 The preparation of development proposals of this nature necessitates the integrated consideration of a range of planning issues and policies.
- 4.61 In the context that the Development Plan is considered up-to-date and therefore has primacy in relation to Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) Town and Country Planning Act 1990 (as amended), Paragraph 14 of the NPPF creates a presumption in favour of sustainable development and asks decision-makers to approve development proposals that accord with the development plan without delay.

- 4.62 In this regard, it is worth noting that development of the Site for employment purposes has long standing planning policy support. The historic adopted South Ribble Local Plan (2000) first established the Site as a strategic employment development opportunity and this allocation is reiterated in Policies 1 and 9 of the 2012 Central Lancashire Joint Core Strategy. Policy C4 of the South Ribble Local Plan (2015) has introduced greater flexibility on the alternative types of development that can be considered appropriate for the Site in addition to employment, industrial and green infrastructure uses in order that it can be delivered. The Masterplan for the Site, adopted by SRBC in April 2015, is a material consideration in decision-making terms, satisfies Local Plan Policy C4 criterion a) and provides a further level of guidance against which to assess the application scheme.
- 4.63 The application scheme has been developed to accord with the relevant up-to-date site-specific policy (Local Plan Policy C4) and the Proposed Development is assessed against this and other policy requirements in Section 5 of this Statement.

5.0 PLANNING ASSESSMENT

Background

5.1 This section assesses the Proposed Development against the planning policy context and issues identified in Section 4. It draws upon the extensive analysis that has been undertaken during the evolution and development of the proposals as set out in the application supporting documents. Reference is made to the findings of the Environmental Statement (ES) and technical reports submitted in support of the planning application to avoid unnecessary repetition.

Key Issues

5.2 Arising from our review of the policy position, and in the context of the nature and scale of the Proposed Development, we have identified a number of key planning issues that need to be examined in considering the acceptability of the application:

- Principle of Development, Land Uses and Viability;
- Retail & Leisure Assessment;
- Residential;
- Design and Layout;
- Transport and Access;
- Sustainability and Energy;
- Flood Risk and Drainage;
- Landscape Design and Trees;
- Ecology and Biodiversity Net Gain;
- Air Quality;
- Noise and Amenity;
- Employment and Skills;
- Loss of Agricultural Land;
- Mineral Safeguarding; and
- Planning Obligations.

5.3 These issues are assessed in the sections below.

Principle of Development, Land Uses and Viability

5.4 The appropriateness of the Proposed Development in land use terms can be measured by the scheme's compliance with the policy requirements set out under:

- Central Lancashire Core Strategy (2012) Policy 1: Localising Growth;
 - Central Lancashire Core Strategy (2012) Policy 9: Economic Growth and Employment; and
 - South Ribble Local Plan (2015) Policy C4: Cuerden Strategic Employment Site.
- 5.5 The formulation of these policies has tested and established the principle of the uses proposed and the application's various components.
- 5.6 The Cuerden site was first allocated as a Major Regional Investment Site for high technology and business inward investment in 2000.
- 5.7 The Proposed Development complies with the 2012 Core Strategy Policy 9 in that the policy supports economic growth and employment provided for in several ways including major developments for employment located at specified locations, including a regionally significant scheme at Cuerden. The principle of development at this location is specifically referred to at part (c)(ii) of the Policy.
- 5.8 The Site's allocation for employment use was carried forward to the South Ribble Local Plan (2012 -26), which was formally adopted in July 2015.
- 5.9 As set out at Section 4, Local Plan Policy C4 of the Local Plan is fundamental to the assessment of the Proposed Development. Whilst remaining a strategic location for employment and growth, Local Plan Policy C4 reflects a desire to unlock the Site by introducing more flexibility in terms of alternative uses. The policy states that planning permission will be granted for development of the Cuerden Strategic Site subject to the submission of:
- a. *an agreed Masterplan for the comprehensive development of the site, to provide a strategic employment site, to include, employment, industrial and Green Infrastructure uses;*
 - b. *a phasing and infrastructure delivery schedule;*
 - c. *an agreed programme of implementation in accordance with the Masterplan and agreed design code.*
- 5.10 In respect of criterion a), SRBC formally adopted a Masterplan for the Cuerden Strategic Site for Development Management purposes on 22 April 2015 and therefore this policy requirement has been satisfied. The Proposed Development carries forward the same development principles. Whilst the Application Site comprises only part the a wider strategic allocation, the access and movement strategy for the Site ensures that all remaining parts of the allocation can be accessed and developed in a comprehensive manner, albeit subject to a separate planning application(s) which would be submitted at a later date. It is therefore considered

that the Proposed Development is aligned with, and can continue to be assessed against the 2015 Masterplan.

- 5.11 The requirements for a phasing and implementation schedule, as required by criteria b) and c) of the Policy, are considered to be satisfied by the Phasing and Infrastructure Schedule set out at Appendix D of the Viability Statement and the Programme of Implementation at Appendix E of the Viability Statement, together with the Design Code which forms part of the application submission.
- 5.12 The costs of delivering infrastructure and development relate to a very significant programme of on and off-site infrastructure works and there is a requirement to satisfy the viability test (as set by Policy C4) to justify the need, quantum and type of higher value enabling development having regard to these obligations.
- 5.13 The Policy C4 text adds that alternative uses, such as retail, leisure and housing may be appropriate where it can be demonstrated that they help deliver employment uses though the scale of any alternative enabling development will be limited to that which is clearly demonstrated to be necessary to fund essential infrastructure and which will not prejudice the delivery and maintenance of the primary employment function of the site. The policy justification, or supporting text, goes on to state that alternative uses must help create a more dynamic, vibrant and sustainable place with economic activity both during the day and the evening.
- 5.14 Providing a robust commercial justification for retail, mixed use and housing and demonstrating viability for the scheme is central to Policy C4 and, therefore, the application is supported by a Viability Statement, prepared by CBRE.
- 5.15 The Viability Statement demonstrates that the viability of an employment-only scheme is questionable and supports the principle of providing alternative and complementary uses. In accordance with the aims and requirements of Policy C4, the Statement assesses whether an appropriate amount of alternative uses are provided.
- 5.16 The statement notes that approximately 20% of the developable area of the Application Site will be assigned to alternative uses. Taking these uses into account, the Statement concludes that the viability of the scheme remains marginal and generates the minimum level of acceptable return for the scheme to be deemed financially viable (a 10.18% profit). The Proposed Development therefore represents the optimum balance of land uses for the site and

does not exceed what is necessary to fund the delivery of the scheme and essential infrastructure.

- 5.17 The Policy C4 test also requires the Applicants to show that the introduction of these alternative uses will assist the delivery of the employment uses that have been a stated objective of public sector and economic growth partners for decades.
- 5.18 In the context of Policy C4 requirements, the Viability Statement therefore demonstrates three things:
- a. that the enabling uses (retail, commercial, leisure and residential uses) will facilitate a viable private sector investment case to deliver the essential Core Infrastructure (i.e., these uses will generate sufficient value and commercial return to justify the associated investment);
 - b. that the quantum and type of higher value enabling uses is commensurate with delivering what is required (i.e., it does not generate a private sector margin beyond what may be considered reasonable); and
 - c. that (with the Core Infrastructure in place) the employment land is capable of being brought forward on a viable basis.
- 5.19 To comply with the requirements of Policy C4, the Viability Statement also provides:
- a. a Phasing and Infrastructure Schedule; and
 - b. an agreed Programme of Implementation in Accordance with the Masterplan and agreed Design Code.
- 5.20 The Viability Statement concludes that the application scheme achieves a balance of enabling and employment development and therefore satisfies the objectives of local plan Policy C4.
- 5.21 Having regard to the requirements of Policy C4, the development proposals are justified in that:
- a. **The Need for Enabling Development** - that enabling development is necessary. The required level of investment in infrastructure is on a scale where employment uses alone would not be sustainable;
 - b. **The Scale of the Enabling Development** – that the quantum and type of higher value enabling development is commensurate with delivering what is required. The mix of uses provides certainty of delivery and achieves the Policy C4 objectives of doing this with the minimum amount of higher value use;

- c. **Assisting the delivery of the Employment Development** - that the enabling developments will make viable employment development possible. The Site will have the core on and off-site infrastructure in place by late 2022 / early 2023 and the Viability Statement shows that the further investment to open-up the employment land would generate an acceptable private sector return. Further, the applicants will commit to the delivery of a Marketing Strategy to assist the timely delivery of the wider site with completion expected to take place in 2030.

- 5.22 Overall, the mix of proposed land uses accords with those set out within Local Plan Policy C4 and the Viability Statement demonstrates that alternative uses (including retail, leisure and housing) are appropriate and necessary to help deliver employment uses. The Viability Statement also clearly demonstrates that the scale of proposed enabling development will be limited to that which is necessary to fund essential infrastructure and which will not prejudice the delivery and maintenance of the primary employment function of the site.
- 5.23 In terms of the principle of development and proposed land uses, the Development Proposals are considered to comply with Core Strategy Policies 1 and 9 together with Local Plan Policy C4. The sequential and impact test requirements of Policy C4 are considered in the next section of this Statement.

Retail and Leisure Assessment

- 5.24 The wording of Policy C4 has been formulated in a way which acknowledges the potential viability challenges which may be faced by proposals to deliver employment uses in this location, and also the wider point that the provision of retail and leisure uses may help to deliver a more dynamic, vibrant and sustainable place with economic activity both during the day and the evening.
- 5.25 Notwithstanding these points, Policy C4 requires any proposals for Main Town Centre Uses (MTCU, a defined term within the NPPF), to satisfy the sequential and impact tests. To demonstrate compliance with these tests, a Retail and Leisure Impact Assessment has been prepared in support of the Proposed Development.
- 5.26 The Assessment considers the appropriateness of the proposed retail (use Class (E(a)), food, drink and Drive-Through restaurant use (Use Classes E(b)/Sui Generis); health, fitness and leisure use (Use Classes E(d)/F(e)/F2(b)), creche/nursery (Class E(f)), and car showroom use (Sui Generis) which form part of the proposed development and sets out the full justification for the scheme in retail and leisure terms.

- 5.27 The assessment notes that the retail component of the scheme, at 4,000sqm of convenience goods floorspace, marks a significant reduction from the 66,765sqm of floorspace which was found to be acceptable as part of the 2017 permission.
- 5.28 In applying the sequential test, the assessment concludes that there is a locationally specific need for the main town centre uses proposed, in that they form an integral part of the delivery strategy for the employment uses proposed on this allocated site, and therefore serve to meet the objectives of Policy C4. Given that the potential need for retail and leisure uses is acknowledged within the policy, compliance with the sequential test has been demonstrated.
- 5.29 The assessment also concludes that, even if the sequential test were to be applied to the development, the locationally-specific requirements for the retail and leisure floorspace proposed would prevail even if available and potentially suitable sites were to be identified elsewhere, as locations outside of the Application Site would fail to support and enable the delivery of employment uses within the allocated site.
- 5.30 A quantitative impact assessment has also been undertaken and concludes that the proposal will not lead to significant adverse impacts on the identified centres (Preston City Centre, Leyland Town Centre, Chorley Town Centre, Bamber Bridge District Centre and Clayton Green District Centre) in terms of investment, trade, turnover and overall vitality and viability.
- 5.31 Overall, the Retail and Leisure Assessment concludes that the Proposed Development complies with NPPF paragraph 87 and, in turn, relevant Development Plan policies including Local Plan Policy C4.

Residential

- 5.32 The provision of residential development will help to meet one of the Core Strategy objectives to maintain a ready supply of housing development land and to help deliver enough new housing to meet future requirements. The Proposed Development complies with Core Strategy Policy 4 in that the residential element of the scheme will contribute to meeting and exceeding SRBC's housing target.
- 5.33 Residential use as part of the mixed used scheme for the Site is also consistent with Local Plan Policy C4 given that housing is one of the alternative uses permitted. Residential use will, together with the other proposed uses, support the comprehensive provision of infrastructure and strategic employment opportunities and will help create a more dynamic, vibrant and sustainable place with economic activity both during the day and the evening. Furthermore,

the proposed residential use is proposed to be in same the location as shown on the Masterplan adopted by the Council in April 2015.

- 5.34 In terms of housing density, Core Strategy Policy 5 requires development to be of a density in keeping with local areas, to have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area. The policy also requires that proposals should also seek to ensure the most efficient use of land. Whilst the residential proposals form part of the outline element of the planning application, the Proposed Development will be designed to a high standard and ensure it relates well to existing residential development to the north of the Site. The development will also be phased appropriately, the exact details of which will be addressed under reserved matters applications.
- 5.35 In respect of housing quality, the development proposals comply with Core Strategy Policy 6. Whilst the new residential development forms part of the outline element, the form of the application, the Parameter Plans and Design Code ensure that the future residential scheme will be of high-quality design. The detailed layout and design will be brought forward as reserved matters applications.
- 5.36 Core Strategy Policy 7 seeks to enable provision of affordable housing subject to such site and development considerations as financial viability. The target to be achieved from market housing schemes is 30% Affordable Housing. Given the role of the housing site in enabling infrastructure and employment uses, this level of provision would not be viable. However, the scheme will deliver an element of mixed tenure through 15% Starter Homes (i.e., a 20% discount to the market value of a home for qualifying buyers). In the context of the information provided in the Viability Statement accompanying the application, the proposed level of Starter Homes provision is considered to satisfy the requirements of Core Strategy Policy 7.

Design and Layout

- 5.37 The Proposed Development seeks to provide a high quality, sustainable development. The approach to the design and layout of the Proposed Development is outlined and assessed in full in the submitted Design & Access Statement (DAS). The process builds on the advice provided by SRBC both before and over the course of the 2017 application, and by LCC in the period leading up to the submission of this latest application..
- 5.38 As set out at Section 4, the application takes the form of an outline planning application, with all matters reserved, save for access. The remaining elements submitted in outline with all matters reserved, save for access.

- 5.39 The scale and quantum of the Proposed Development is defined by the Parameter Plans, which also include the parameters within which the detailed application falls. The Parameter plans include:
1. Development Zones, Land Use & Quantum, Maximum Building Heights;
 2. Vehicle, Pedestrian and Cycle Access; and
 3. Strategic Landscaping and Greenspace.
- 5.40 The Design Code document provides a set of illustrated design rules and requirements, which instruct and advise on the physical development of the Cuerden Masterplan area in accordance with the requirements of Local Plan Policy C4. The graphic and written components of the code build upon the design vision set out in the Adopted Masterplan.
- 5.41 The Design Code is a technical delivery document, which serves as a quality benchmark for the whole development but is not a prescription. This document should be read in conjunction with other submitted documents, which set out a clear vision, principles and character for the development, such as the Design & Access Statement and Parameter Plans. The Design Code has been developed to establish high quality, sustainable design aspirations in a manner that allows their consistent application across the Site. It establishes the key development-wide design parameters around which individual reserved matters applications can be creatively designed and delivered.
- 5.42 To achieve this aim, the Design Code builds upon the adopted Masterplan and is designed to reflect the particular requirements of the Site and the proposed uses. The Code provides detailed design guidance intended to:
- establish high quality design aspirations in a manner that allows their consistent application across the Cuerden masterplan area;
 - provide a flexible form of design guidance;
 - test, develop, and deliver a design vision for the site;
 - establish a more certain and efficient planning process; and.
 - create a level playing field for development interests, based on the aspiration to deliver high quality design.
- 5.43 Once approved, the Parameter Plans and Design Code will provide a basis for future reserved matters submissions.
- 5.44 Whilst all detailed elements of the scheme (save for access) are provided in outline at this stage, the Parameter Plans and Design Code have been tailored to deliver the most likely

outcome, which is shown through the Illustrative Framework Masterplan included at **Appendix 3**. The Applicants are therefore confident that any Reserved Matters applications can fully comply with the relevant objectives of Core Strategy Policy 17.

- 5.45 For the avoidance of doubt, the Illustrative Framework Masterplan should be viewed as a conceptual document which is used to better understand and test the design rationale behind the Proposed Development. Whilst the supporting documents may make reference to this document, it does not form part of the Parameter Plans and should not be linked to any subsequent planning permission as an 'approved document'. This approach allows the detailed design of the development to be addressed at the reserved matters stage.
- 5.46 The likely adherence of the Proposed Development to Policy 17 criteria relating to design and layout are set out below. All other aspects of Policy 17 are discussed under the appropriate key issue headings.

(a) Siting, layout, massing, scale, design, materials, building to Zone ratio and landscaping

- 5.47 As set out in the Design and Access Statement (DAS), the layout and scale of buildings within the Illustrative Framework Masterplan have been set out for illustrative purposes only. The Illustrative Framework Masterplan has served as a capacity appraisal for development which has informed the Viability Statement and quantum of development proposed.
- 5.48 It has also formed the illustrative basis for development of the Parameter Plans and Design Code, and has been used to decide upon the optimum massing of the development parameters, setting a series of height and floorspace restrictions which offer broad control over massing and scale. Two smaller areas are subject to further height restrictions which serve to minimise any potential impacts upon the surrounding area.
- 5.49 The Parameter Plans and Design Code will deliver design quality and an appropriate form of development in the context of the existing Adopted Masterplan ensuring that the siting, layout, massing, scale, design, materials, building to Zone ratio are all to a high standard in accordance Core Strategy Policy 17(a).
- 5.50 Future reserved matters applications will also be considered against this policy to ensure ongoing design quality. The specific siting and layout of individual buildings will be assessed at Reserved Matters stage.

(b) Safeguarding and enhancing the built and historic environment

- 5.51 There are no designated or non-designated heritage assets within the site and therefore the Development Proposals will not have a direct effect on the heritage significance of heritage assets. There is one Grade II listed building adjacent to the western boundary of the Site, known as the Old School House. In addition, there are another six listed buildings within a 1km radius of the Site comprising the Grade II* listed Cuerden Hall, and five other Grade II listed buildings.
- 5.52 As set out at ES Chapter 8, the likely significant environmental effects of the Proposed Development on heritage assets have been assessed in accordance with all relevant guidelines. In Core Strategy Policy 16 and NPPF terms, impacts on built heritage assets including the Old School House and wider heritage assets during both the construction and operation phase will result in less than substantial harm to setting and significance of these built heritage assets which can be outweighed by the public benefits of the development, thereby complying with NPPF paragraph 134. Similarly, following implementation of the scheme of mitigation including screening and monitoring during the construction phase, ES Chapter 8 sets out that identified potential effects on buried archaeological remains would be reduced to negligible and the Proposals therefore comply with Policy 17 in this respect.
- 5.53 In conclusion, whilst the Proposed Development may generate a degree of harm upon built heritage assets, such harm can be mitigated by way of design and can be deemed less than substantial harm. In accordance with Paragraph 202 of the NPPF such harm should be weight against the public benefits of the proposal. Such benefits are outlined within this statement and within the Socio-Economic Benefits Statement. Given that the Development Plan has long acknowledged the strategic potential of this site, and the Applicant's supporting documents confirm that such benefits are achievable, such benefits outweigh the less than substantial harm identified. On this basis, the development proposals are compliant with Local Plan Policy G17(d).

(f) Minimising opportunity for crime, and maximising natural surveillance

- 5.54 The Development Proposals are being designed in the context of the principles of Secured by Design 'Commercial Development 2015' Guidelines wherever possible and so reduce the opportunity for crime. Further discussions with the Police Architectural Liaison Officer will be required at a later date to support reserved matters applications. The Applicants are confident that the principles of Secured by Design can be accommodated within the development and full compliance with this aspect of the Policy will be demonstrated at reserved matters stage.

(i) Demonstrating, through the Design and Access Statement, the appropriateness of the proposal

- 5.55 The DAS describes the evolving design process and key design and development principles leading to the preferred scheme for the Site. The scheme design is described in detail at section 3.0 and the DAS should be read in conjunction with the Parameter Plans and Design Code that accompany this application.
- 5.56 The DAS describes the design development of the proposals, illustrating a best practice approach beginning at a regional scale, which incrementally develops into a detailed analysis of the Site's location and establishes how these existing assets can best be incorporated into new development proposals. Where existing site assets would severely restrict development opportunities and cannot be retained, extensive mitigation and replacement measures have been proposed as determined by the Adopted Masterplan. At the wider scale, all opportunities to connect the proposals into the surrounding areas have been explored and promoted to create an accessible, legible and unique environment.
- 5.57 This design process has been both iterative and collaborative, with a series of regular meetings held with LCC Planning Team, to facilitate focussed appraisals of design development and direct the scheme design. The development principles established during this period are discussed and illustrated within the DAS and are also described within the Design Code document that accompanies this planning application. In summary, these are: a comprehensive green infrastructure strategy designed to enhance the ecological value of the site, promote health and well-being and create a unique sense of place, an accessibility strategy for all, including all modes of transport that is highly legible, a highly sustainable design and a design that develops a strong, unifying urban form.
- 5.58 The DAS has been produced in accordance with the latest national guidance on good quality, sustainable design and preparing Design and Access Statements, including: 'Design and Access Statements: how to write, read and use them' (CABE, 2006 Revised , 2007). Overall, the DAS demonstrates the appropriateness of the proposal thereby complying with Policy 17 in this respect.

(j) Achieving Building for Life rating of 'Silver' or 'Gold' for new residential developments

- 5.59 Whilst this measure has now been superseded, the Parameter Plans and Design Code will ensure that details in respect of the residential development will be submitted under subsequent reserved matters applications.
- 5.60 The Proposed Development will incorporate the measures required by Core Strategy Policy 17, including 'Secured by Design' principles and to ensure high quality design standards come forward at the detailed design stage within the Parameters Plans and the Design Code.

5.61 Local Plan Policy G17 outlines the requirements for development proposals in terms of design. The Proposed Development's performance against Policy G17 criteria insofar as these relate to design and layout is summarised below. All other aspects of Policy G17 are discussed under the appropriate key issue headings.

(b) The layout, design and landscaping of all elements of the proposal, including any internal roads, car parking, footpaths and open spaces, are of a high quality and will provide an interesting visual environment which respects the character of the site and local area.

5.62 The Parameter Plans and Design Code provide a framework to deliver design quality and an appropriate form of development in the context of the existing adopted Masterplan. These documents cover the layout, design and landscaping of all elements of the proposal, including any internal roads, car parking, footpaths and open spaces, and will ensure that they are of a high quality and will provide an interesting visual environment which respects the character of the site and local area. The Proposed Development is therefore considered to comply with Core Strategy Policy G17 in this respect.

5.63 Based on this assessment, we can conclude that the design and layout of the Proposed Development complies fully with relevant aspects of Core Strategy Policy 17, with Local Plan Policy C4 and relevant aspects of Local Plan Policy G17. The scheme will also adhere to the requirements of the Central Lancashire Design Guide SPD and therefore demonstrably delivers high quality development.

Transport and Access

5.64 A Transport Assessment and Framework Travel Plan have been submitted in support of the planning application to accord with requirements of the NPPF, Core Strategy Policy 3 together with Local Plan Policies C4, F1 and G17(c). The DAS Access Section has been presented to comply with Core Strategy Policy 17(j).

5.65 The NPPF (Paragraph 113) requires that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. This assessment should take account of whether the opportunities for sustainable transport modes have been taken up, that safe and suitable access can be achieved and that improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

- 5.66 NPPF paragraph 105 requires that development should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised with access to high quality public transport facilities. Furthermore, paragraph 112 requires where practical it should give priority to pedestrian and cycle movements and create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians.
- 5.67 The Transport Assessment (TA) provides an overview and analysis following extensive consultation with LCC Highways officers, and Highways England who have advised on the layouts, off-site requirements, modelling, trip generation and distribution. The key objectives of the TA are to:
- assess the existing conditions of the local highway, public transport and sustainable mode networks;
 - quantify the likely vehicle and person trips that will be attracted to the site during its busiest periods;
 - provide a likely distribution of traffic based on all available data and assign to the local network;
 - provide full capacity analysis of each of the junctions in the local network;
 - analyse safety records and identify any potential patterns of incidents which may be caused by preventable measures; and
 - develop a range of infrastructure mitigation measures to help alleviate the likely transport impacts of the Cuerden Strategic Site development.
- 5.68 The TA is also informed by the adopted Cuerden Strategic Site Masterplan, which establishes key drivers which the site needs to achieve the economic and employment benefits for the region. Specific to transport, the Masterplan highlights a number of guiding principles established by LCC as the Highways Authority. The Masterplan was formulated to address aspects of the Central Lancashire Highways and Transport Masterplan to provide an overview of the strategic highway access requirements.
- 5.69 The proposed infrastructure improvements include:
- implementing speed reduction measures, improved capacity and better lane allocation on the approach to the M65 terminus roundabout;
 - additional lanes and signalisation of the M65 terminus roundabout; and
 - an additional northbound lane between the M65 roundabout and the A582 Lostock Lane/A6 London Way roundabout
- 5.70 A summary of the findings of the TA is provided below:

- Significant investment is proposed to enhance the M65 terminal roundabout along with the approach lanes from the M65 and the M6 slip road.
- Extensive capacity-based modelling exercises have been carried out to estimate the likely additional impacts of the site on the existing highway network into the future years. This includes background growth estimates in addition to locally committed developments.
- The models indicate that there is some inevitable additional pressure on the network notably following the full build out of the site in 10 -15 years.
- The residual impact of the development following the implementation of the proposed mitigation works are considered to be acceptable.
- Additional works are proposed for the major links surrounding the Site to help enhance public transport provision, pedestrian routes and links to the wider cycle network.
- Internal roads have good levels of capacity designed into them to avoid significant delay during very busy periods. This has been balanced with the need to retain mature trees, provide attractive green infrastructure and sustainable transport routes through the site.
- The Site is fully accessible by public transport, with opportunities for further improvements through the proposed movement strategy across the wider allocated site.
- The Proposed Development will provide new publicly accessible open green space, which will include new pedestrian, cycling and jogging paths.

5.71 The deliverability of the scheme is dependent on the provision of the right level of infrastructure to open up the site for the jobs and opportunities it will create. The TA provides a quantitative analysis of the impacts, which indicate changes in traffic levels and profiles throughout the week. With the implementation of the infrastructure mitigation proposed, it is concluded that the residual impacts from the site are acceptable.

5.72 In addition, the scheme will be supported by a Framework Travel Plan (FTP) the objectives of which seek to:

- reduce single occupancy car use in order to reduce congestion; Look to reduce the Cuerden Strategic Site's environmental impact and the impact upon the local community by encouraging alternatives to driving alone;
- encourage staff based on site to lead a healthy lifestyle by promoting active travel modes such as walking and cycling;
- minimise the potential impact of the site by supporting staff to make a sustainable travel choice;
- offer an improved choice of travel options to all staff and visitors; and
- create energy savings, reduce traffic pollution.

- 5.73 The FTP sets out the initial structure through which the above objectives will be tackled, detailing both the proposed physical and soft intervention measures.
- 5.74 Based on the findings of the TA and the FTP, with the incorporation of the identified mitigation measures, the Proposed Development would not impact unacceptably on the operation, safety or accessibility to the local or strategic highway networks. When combined with the wider design, construction and layout components of the Proposed Development, it is clear that the Proposed Development complies with all the requirements of Core Strategy Policy 3 together with Local Plan Policies C4, F1 and G17(c).
- 5.75 In terms of access, as set out within DAS Section 5, the buildings have been designed to be fit for purpose, appropriate and accessible by all potential users. The Development Proposals remove obstacles for disabled users. The design has taken into consideration people of different age groups, genders, ethnicity and stamina/fitness levels. Access for parents with children have been considered and designed into the proposals.
- 5.76 The accessibility of the development by all modes of transport including vehicular access, pedestrian and cycle access, existing public rights of way and public transport is summarised in the subsequent sections in the DAS. The accessibility of the development by all modes has been considered in detail as part of the TA and FTP which together demonstrate that the development will be acceptable and accessible by a variety of means of transport to all thereby complying with Local Plan Policy 17(j) in this respect.

Sustainability and Energy

- 5.77 Core Strategy Policy 27 requires the incorporation of sustainable resources into new development through a range of measures. The Proposed Development has been designed to be inherently sustainable and is supported by a Sustainability Statement.
- 5.78 The approach to sustainable design solutions has been to follow an incremental three stage design approach: passive, active and renewable, based on doing the easy things first. Passive Measures include air tightness, improved natural daylighting, a well- insulated envelop and the promotion of natural ventilation. Active Measures include efficient plant, efficient controls, heat recovery, rainwater collection, and a sustainable urban drainage strategy (SUDS).
- 5.79 Through careful detailed design and use of appropriate technology, the Proposed Development will offer an appropriate and effective response to climate change issues.
- 5.80 The final energy strategy will be determined at the detailed design stage. However, at this stage it is anticipated that the development will achieve the requirements of Part L 2013

through passive design and energy efficiency measures. The Development will also target a BREEAM rating of 'Very Good', and the BREEAM preliminary assessment (appended to the Sustainability Statement) indicates that this is achievable.

- 5.81 A number of options for wider onsite energy provision have also been explored within the Sustainability Statement. This includes a number of green technologies, such as photovoltaic cells and energy centre solutions. At this stage, no specific measures are proposed. Subject to confirmation through reserved matters applications, a detailed assessment of any on-site energy provision will be undertaken at the appropriate time.
- 5.82 A Travel Plan includes measures to manage the transport effects of the development, such as improving the quality of non-car modes of transport through improved public transport provision. Additional measures may include incentives such as offering Cycle to Work Schemes for employees within the development and the installation of electric car charging points. A draft Travel Plan is included in addition to the Transport Assessment.
- 5.83 To ensure compliance with Core Strategy Policy 27 and confirmation of the final sustainability performance of the Proposed Development, it is recommended that a suitably worded condition is imposed to require the submission of a post-construction BREEAM Assessment. This Assessment should only be submitted once the full tenant line-up has been confirmed for the full element of the application at this stage so as to allow the overall performance of the Proposed Development to incorporate information provided by each tenant.
- 5.84 This should not prevent each tenant occupying a given unit due to the significant timescales often associated with the completion of a post-construction BREEAM Assessment.
- 5.85 Overall, in sustainability and energy terms, the Proposed Development complies with Core Strategy Policy 17(k) together with Core Strategy Policy 27.

Flood Risk and Drainage

- 5.86 Core Strategy Policy 29 sets out the strategy for improving water quality, water management and reducing the risk of flooding through a range of mechanism. Additionally, Local Plan Policy A1 indicates the types of infrastructure that developments may be required to provide contributions for include, but are not limited to, measures including flood prevention and sustainable drainage measures.
- 5.87 The Site is located within Flood Zone 1 and is therefore considered by the Environment Agency to be at a low risk of tidal and fluvial flooding. Pluvial or Surface Water Flood Risk is generally considered to be 'Very Low' within the Site. However, a number of drainage ditches are known

to exist within the Site that allow drainage of the fields from east to west towards the culverts beneath Lostock Lane and into the River Lostock itself. As the proposed development will see the ditches re-aligned together with wide scale development across the Site, it is important to ensure that the proposed drainage layout is capable of draining the Site efficiently without causing flooding of any of the proposed units.

- 5.88 Following discussions with the Lead Local Flood Authority (LLFA) the consensus view is that historical flooding to a small part of the north western area of the site is due to rainfall events exceeding the capacity of the existing drainage system.
- 5.89 It is anticipated that post determination and in advance of any future reserved matters application that the drainage within Stanifield Lane/Lostock Lane roundabout will be subject to review in conjunction with LCC as LLFA.
- 5.90 The underlying geology suggests that there is potential for groundwater flooding to occur however, it is expected that any flood risk associated with groundwater could be mitigated against by ensuring appropriate threshold levels for buildings above the adjacent ground. A threshold level of 200mm is considered adequate whilst ensuring that hardstanding areas slope away from buildings.
- 5.91 The flood risk from artificial sources has also been assessed and found to be low.
- 5.92 Consequently, the Flood Risk Assessment report demonstrates that the Proposed Development would be at a low risk of flooding. It also confirms that surface water run - off from the development could be drained sustainably, ensuring that flood risk is not increased elsewhere.
- 5.93 The FRA therefore demonstrates that the Proposed Development complies with Core Strategy Policy 29.

Landscape Design and Trees

- 5.94 Core Strategy Policy 17(g) requires landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, providing open space, and enhancing the public realm, a Landscape Scheme formulated for the Proposed Development.
- 5.95 Local Plan Policy G8 requires that all developments should provide for future provision of green infrastructure and networks, including appropriate landscape enhancements.
- 5.96 Conservation of important environmental assets, natural resources, biodiversity and geodiversity; for the long-term use and management of these areas; and access to well-

designed cycleways, bridleways and footways (both off and on road), to help link local services and facilities. Local Plan Policy G13 states that planning permission will not be forthcoming where the proposal adversely affects trees, woodlands and hedgerows and Local Plan Policy G17 e) seeks to ensure proposals would not have a detrimental impact on landscape features including mature trees and hedgerows.

- 5.97 DAS Section 3.2 sets out how the landscape scheme has been developed, including the overall landscape strategy for the Site. This includes what will be provided for landscape areas used for amenity and leisure, visual screening, site integration, habitat creation and biodiversity. The section also includes information on hard and soft landscape, boundaries and other landscape features. The landscape strategy and proposals are centred on the provision of a well-connected, multi-functional green infrastructure to enhance the character of the scheme and create a unifying element throughout the Development. The green infrastructure proposals will create a cohesive framework and provide an appropriate landscape setting for the Development.
- 5.98 Where possible, landscape proposals have been developed so as to be aligned with the Landscape Strategy Recommendations within LCC's Landscape Strategy for Lancashire (2000) for Landscape Character Type 5 (Undulating Lowland Farmland) within which the Site sits. These can be summarised as:
- removal of conifers species, where appropriate, and replace with locally native broadleaves;
 - existing hedgerow management including re-planting of gaps and strengthening the network;
 - tree planting creating links with the existing woodlands hedgerow network;
 - new woodland planting to link existing woods and hedgerows; and
 - encourage planting of species which are typical of the local area e.g., Oak woodland and Alder in wetter places.
- 5.99 The landscape is at the centre of key design objectives for the Development, ensuring the creation of a robust green infrastructure that acknowledges and works with the existing assets of the Site, particularly the existing historic landscape and features. This landscape led approach is to ensure health and wellbeing, legibility and sense of place, ecology/habitat creation and a sustainable approach are incorporated and promoted where possible.
- 5.100 The landscape strategy aims to retain (where possible), enhance and connect existing landscape features to each other and the surrounding area. This approach provides a comprehensive landscape structure which informs the site layout and provides a high-quality setting for the development.

5.101 The objective of the landscape structure is to:

- enhance the ecological, recreational and amenity value of the site;
- create a network of interconnected and engaging spaces;
- connect the Site with the surrounding landscape; and
- integrate the development into the local landscape.

5.102 The opportunity is to then use the landscape structure and maximise multi -functionality affording a range of social, environmental and economic benefits, such as:

- cycle and pedestrian links;
- habitat creation;
- sustainable urban drainage strategy features;
- amenity space; and
- play and leisure (bringing health and well-being benefits).

5.103 Overall, the Site contains extensive existing trees of varying quality. Where possible, as part of the overall Landscape Strategy, the existing trees have been retained. However, due to the nature and scale of the Development and alignment with the 2015 Masterplan, tree loss across the Site is inevitable. However, boundary trees and vegetation, where retained, will provide a valuable asset that will integrate the Development into the wider landscape and provide screening and replacement of trees will be provided.

5.104 The robust landscape scheme ensures the development has themes which accord with both the local setting and the wider masterplan area. The outline landscape proposals are presented as areas of core green infrastructure and will also include development Zone open space, such as within car parks. The network of proposed Green Infrastructure knits the Development into the wider area, including the creation of a linear park and a green heart to the Development under the existing overhead lines at the entrance to the Site including water features which could form part of a wider a sustainable urban drainage strategy scheme.

5.105 The implementation of the Site-wide landscape scheme, along with the execution of a landscape management plan to provide the on-going care, maintenance and enhancement of the area, will assist in ensuring that any potential beneficial aspects of the Development are achieved and in areas potentially enhanced. However, given the scale of the development, this landscape scheme will have a partial mitigating impact on the potential adverse effects. Notwithstanding this, it is important to note that the development would facilitate the implementation of an interconnected green infrastructure network within a designated Development, which once established, would have beneficial landscape, amenity and ecological effects on the landscape of the Site.

5.106 In respect of landscape design and trees, overall the Proposed Development complies with Core Strategy Policy 17 g) and Policy 18, Local Plan Policy G8, Policy G13 and Policy G17 e).

Ecology and Biodiversity Net Gain

5.107 Core Strategy Policy 21 requires new development to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features. Policy 22 requires proposals to conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through a number of measures. Local Plan Policy G16 Policy requires that SRBC's Biodiversity and Ecological Network resources will be protected, conserved and enhanced. The level of protection will be commensurate with the Site's status and proposals will be assessed having regard to the Site's importance and the contribution it makes to wider ecological networks.

5.108 ES Chapter 12 includes full details of the assessments undertaken of the likely significant effects of the Proposed Development on the environment with respect to ecology and nature conservation.

5.109 The ecological strategy is to provide strong recreational and wildlife links with the surrounding area promoting excellent standards of ecological practice. Throughout 2021/22 a series of ecological surveys were completed across the entire Site. The following main habitat types are present:

- pasture (livestock grazed fields);
- a mixed plantation woodland (conifers and broadleaves);
- hedgerows, scrub and scattered trees; and
- ditches and ponds.

5.110 The mitigation of potential adverse impacts of the Proposed Development, such as dust, noise and hydrological impacts will be implemented by way of a Construction and Environmental Management Plan (CEMP) to be secured by a planning condition.

5.111 The loss of standing water across the Site arising as a result of the development will effectively be compensated for by the creation of ponds and drainage swales throughout the development with associated wetland wildflower planting. Appropriate construction practices to be governed by a CEMP would reduce the potential for indirect impacts to watercourses, standing water, and aquatic species that use the watercourses.

- 5.112 In terms of site area, the proposals will bring about a permanent loss of terrestrial habitat in the form of arable land, grassland, ponds and woodland as well as linear meterage of hedgerow. The development includes provision of similar habitat to that lost, including ponds, woodland, hedgerows, standard trees, and grassland. The provision of wildflower areas and shrubs and will seek to mitigate the losses. The Proposed Development seeks to include as much replacement habitat as possible in the form of provision of green infrastructure.
- 5.113 Following a careful consideration of the potential impacts of the development and the implementation in full of the proposed mitigation and compensation, ES Chapter 8 concludes that there is a residual overall negative impact upon biodiversity as a result of the Proposed Development.
- 5.114 The new Environment Act 2021 introduces a requirement for new developments to demonstrate a 10% Biodiversity Net Gain (BNG). At the time of writing (June 2022), a number of its legal components have no legal effect, and the introduction of secondary legislation is required in order for the BNG requirement to come into full force. Notwithstanding this point, the proposals have been prepared having regard to this new requirement and, in addition to the Ecological Impact Assessments which have been carried out, a BNG calculation has also submitted in support of the application.
- 5.115 In assessing BNG it is important to note that much of the development is in outline form, with details of the subsequent design and layout of the development to be determined at a later date by way of Reserved Matters. This includes the areas of landscaping which are located outside of the strategic green infrastructure, and within the development zones. This means that not all detail of the replacement landscaping are known at this point in time, and in the absence of such information the BNG calculation may be negatively affected.
- 5.116 For that reason, the BNG report includes separate calculations covering the Application Site area as a whole, and the area covered by the Phase 1 strategic infrastructure. These results demonstrate that significant gains can be made in respect of the Phase 1 works, proving a 120.49% increase in habitat units and a 37.20% gain in river units. The positive gains provided through the Phase 1 infrastructure can also be banked as BNG credits which will increase in biological value overtime (as planting becomes more established) and can be used to offset any potential harm brought about by the future phases of development on site at Zones A-E. The adopted BNG strategy is robust and will enable compliance with BNG over the course implementing this development.

5.117 On balance, it is considered that although there will be some on-site loss of habitat, the Proposed Development seeks to include as much replacement habitat as possible in the form of provision of green infrastructure, ponds and landscape planting. The development proposals include all the mitigation measures that can reasonably be implemented, however any impact or loss needs to be viewed in the context of the allocation of the site for development (Local Plan Policy C4) and any shortcoming in habitat re-provision is considered to be outweighed by the very significant positive benefits arising from the scheme which are outlined within this Socio-Economic Benefits report.

Air Quality

5.118 Core Strategy Policy 30 requires improvement to air quality through delivery of Green Infrastructure initiatives and through taking account of air quality when prioritising measures to reduce road traffic congestion. In accordance with this policy, the air quality impacts of the Proposed Development have been assessed and this is outlined in full at ES Chapter 11.

5.119 The likely effects on local air quality during the demolition and construction works mainly relate to the generation of nuisance dust. However, nuisance dust is only likely to be experienced by those living closest to the Site and on a temporary short-term basis. A range of measures to minimise or prevent dust would be implemented through best practice as part of a Construction Environmental Management Plan (CEMP) which will be secured by planning condition.

5.120 Any emissions from equipment and machinery operating on the Site during demolition and construction would be small and would not significantly affect air quality. It is anticipated that the effect of demolition and construction vehicles entering and leaving the Site during the period of greatest vehicle movements would also not significantly affect the air quality in the context of local background pollutant concentrations, existing local road traffic emissions and the surrounding motorway infrastructure.

5.121 Computer modelling has been carried out to predict the likely effect of future traffic-related exhaust emissions from the operation of the completed Development and the likely changes that this would bring about to local air quality. The effect of the Development on local air quality has been predicted for a number of existing sensitive locations surrounding the Site and for the worst-case locations within the Site.

5.122 Accounting for the traffic that could be generated by the Development, it is predicted that the Development would result in a negligible/imperceptible change to local air quality at the existing and future sensitive locations. Accordingly, the operation of the completed Development would not have any significant detrimental effect upon local air quality.

- 5.123 Subject to the implementation of appropriate mitigation measures, the Proposed Development is considered to be compliant with Core Strategy Policy 30.

Noise and Amenity

- 5.124 Core Strategy Policy 17(c) requires development to be sympathetic to surrounding land uses and occupiers and avoiding demonstrable harm to the amenities of the local area. Policy 17(d) seeks to ensure that amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.
- 5.125 The suitability of the Site for the Proposed Development and the potential impacts of noise generating sources within, and out of, the Site have been assessed and is set out at ES Chapter 10.
- 5.126 The results of the assessment indicate that for those areas of the Site sensitive to noise, including the residential development of Development Zone E and the hotel and creche in Development Zone A, for the most part noise levels would meet the required levels set out in British and International Guidance to ensure that a good level of amenity could be attained by future users. For those areas where noise levels are deemed to be elevated in comparison to the remainder of the site, namely along the northern boundary of Development Zone E, mitigation in the form of acoustic barriers and an appropriate glazing and ventilation strategy would be utilised to further enhance the acoustic environment for these areas. These will be specified and delivered through reserve matters applications.
- 5.127 With regards to noise impacts associated with the operation of the Development, items of fixed mechanical and building services plant have the potential to generate noise. However, suitable noise limit levels have been set to ensure that noise from plant does not cause disturbance at existing or future noise sensitive receptors. Noise levels associated with the operation of all other non-residential elements of the development are unlikely to give rise to adverse conditions given the separation distance between the receptors and the operational elements of the Site.
- 5.128 Consideration has also been given to road traffic noise, the assessment has indicated that any change in road traffic noise as a result of the operation of the development would give rise to an minor and insignificant change in road traffic noise levels for the development.

- 5.129 The construction method of the Proposed Development and its design has been also assessed against prevailing noise conditions in the Acoustic Assessment as set out in the ES. This has identified that the temporary impact of construction activities and operational impacts from plant, car parking activity and deliveries will have no significant adverse impacts on surrounding sensitive dwellings.
- 5.130 Any noise effects that do occur as a consequence of construction will be mitigated through a Construction Management Plan (CMP), which will be secured by way of a planning condition. Subject to appropriate mitigation, the Development Proposals are considered to adhere to Policy 17(c) and (d) ensuring that amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.

Employment and Skills

- 5.131 Core Strategy Policy 15 seeks to improve of skills and economic inclusion by working with existing and incoming employers to identify skills shortages; by liaising with colleges, training agencies and major local employers to develop courses and life-long learning and increase access to training, particularly in local communities that are the most deprived in this respect and by encouraging knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.
- 5.132 An Employment Skills and Training Statement is submitted in support of the Development Proposals and this Statement sets out:
- The employment skills context and strategic priorities which will inform employment skills planning for the Development; and
 - The parameters for producing and taking forward Employment Skills Plans for the Site.
- 5.133 The Statement explains that it is intended that the developers of the Site will produce and implement Employment Skills Plans in line with planning, economic and social value priorities in partnership with relevant stakeholders. Each plan will provide information on the employment and skills measures that will be provided for local people and any activities this relates to. The Statement includes suggested planning conditions to secure Employment Skills Plans during both the construction and operational phases of development.
- 5.134 The Statement concludes that the Site represents one of the most significant development sites in Lancashire and is the single largest economic development site in the City Deal. It has

the potential to create up to 2,200-5,600 FTE jobs over a range of sectors, together with around 2,300 FTE person years of construction employment on site and in the construction supply chain. Lancashire, Central Lancashire and the City Deal have robust skills and employment priorities and mechanisms in place to build upon. The Employment Skills Statement, together with the proposed planning conditions to secure the training, will ensure that as many opportunities as possible for employment and skills development are available for local people.

- 5.135 In the context of the above, and subject to the imposition of the suggested planning conditions, the Proposed Development is considered to fully comply with the requirements of Core Strategy Policy 15.

Loss of Agricultural Land

- 5.136 Policy 31 seeks to protect the best and most versatile agricultural land (Grades 1, 2 and 3a).
- 5.137 A large part of the Site has been the subject of an Agricultural Land Classification (ALC) survey and the results are available on the Government's Magic website - see figure 5.1 below. The ALC survey was undertaken in 1996 across approximately 155 ha of land at Cuerden on behalf of MAFF in relation to the South Ribble Local Plan. The ALC report has been obtained and examined. The survey was undertaken at a detailed scale and in accordance with the current ALC guidelines for England and Wales (MAFF, 1988).

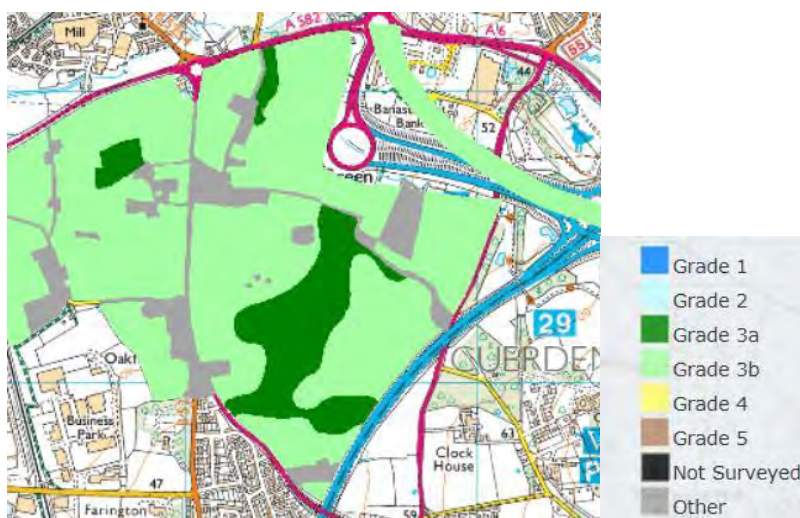


Figure 5.1 Agricultural Land Classification (from Magic.gov.uk)

- 5.138 Analysis of the ALC results within the Site shows that approximately 1.3ha of the Application Site are classified Subgrade 3a, the remainder being Subgrade 3b and 'non-agricultural' land. The Site accordingly contains approximately 1.3ha of Best and Most Versatile (BMV) land.

- 5.139 There are no defined thresholds for assessing the effects of non-agricultural development on agricultural land. As the NPPF requires that local planning authorities 'should take into account the economic and other benefits' of BMV agricultural land, identification and consideration of BMV agricultural land is necessary and the loss of BMV agricultural land is a measure of the effect of a proposed development.
- 5.140 The Town and Country Planning (Development Management Procedure) (England) Order 2015 sets out the requirement for consultation with Natural England where development of agricultural land is proposed. Natural England should be consulted where 'development which is not for agricultural purposes and is not in accordance with the provisions of a development plan involves the loss of not less than 20 hectares of grades 1, 2 or 3a agricultural land which is for the time being used (or was last used) for agricultural purposes' or where the loss of less than 20 hectares of BMV agricultural land 'is likely to lead to a further loss of agricultural land amounting cumulatively to 20 hectares or more' (bullet point 'y' of Schedule 4). Based on this statutory requirement for consultation with Natural England, and on professional judgement, the quantum of BMV agricultural land considered significant would be 20 ha.
- 5.141 Due to the limited quantum of BMV agricultural land within the Site, the effect of the proposed development would not be considered significant in terms of agricultural land quality and, having regard to the NPPF's requirement to take the economic and other material benefits of development proposals into account, the limited of BMW agricultural land is heavily outweighed by the substantial public benefits of the proposal.

Mineral Safeguarding

- 5.142 A Mineral Resources Assessment (MRA) prepared by Waterman is submitted in support of the Proposed Development.
- 5.143 Joint Lancashire Minerals and Waste Core Strategy Policy CS1 states that minerals will be extracted only where they meet a proven need for materials with those particular specifications and that 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.
- 5.144 As set out at Section 4, land to the south of the Site is the subject of existing mineral workings as an Allocated Minerals Site (AMS ref IWR2).
- 5.145 The southern and eastern portion of the Site falls under a Mineral Safeguarding Area (MSA) designation. The Joint Lancashire Minerals and Waste Site Allocation and Development Management Policies Local Plan Policy M2 states that within Mineral Safeguarding Areas,

planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals, unless the applicant can demonstrate to the satisfaction of the local planning authority that:

- the mineral concerned is no longer of any value or has been fully extracted;
- the full extent of the mineral can be extracted satisfactorily prior to the incompatible development taking place;
- the incompatible development is of a temporary nature and can be completed and the site returned to its original condition prior to the minerals being worked;
- there is an overarching need for the incompatible development that outweighs the need to avoid the sterilisation of the mineral resource;
- that prior extraction of minerals is not feasible due to the depth of the deposit; and
- extraction would lead to land stability problems.

5.146 The MRA concludes that the purpose of the MSA is to ensure that the presence of mineral resources is both adequately and effectively considered in land-use planning making to avoid the sterilisation of mineral resources 'needlessly'. The use of the word needlessly is important as it is reflected in both policy and guidance. Needless means without cause or reason. Reflective of the NPPF, the PPG does not impose a complete restriction on non - minerals development in MSAs that does not provide for prior extraction where there is cause and reason for that decision.

5.147 The presence of a MSA does not necessarily preclude other forms of development being permitted nor confer any presumption that the mineral will be worked. It is a policy tool to alert the applicant that minerals may be sterilised by the proposed development and that this should be taken into account by the planning process; it is not to policy tool which safeguards reserves or seeks to ensure protection.

5.148 In terms of overarching need, Section 5 of the MRA confirms that the County has 13.72 years' worth of supply of sand and gravel, which is significantly above the recommended 7.00 years.

5.149 The MSA covers a portion of the Site, and an analysis of the existing geo-tech and environmental information reveals that approximately 40% of the mineral resource beneath the wider allocated site cannot be feasibly and viably extracted due to the presence of overburden, geometry of excavation and groundwater level. Within the Site, only a negligible quantity of mineral of suitable quality can be economically extracted.

5.150 The MSA indicates that the full extraction of the feasible mineral ahead of the proposed development is considered to be impractical with an estimated 11 years anticipated for this process to occur. This would result in the socio-economic benefits associated with the Site's

development being lost for a generation. It is also considered impractical and unfeasible for any phased extraction alongside the delivery of the Proposed Development to take place.

- 5.151 The MSA concludes that the location and presence of the feasible mineral is such that any extraction of it would prevent the delivery and construction of the main infrastructure (including external and internal highway access) and the first and detailed phases of the proposals which includes significant retail and employment mix development opportunities. This initial infrastructure and early development phases are crucial to the success of the proposals. Cuerden Strategic Site is a cornerstone of development plan and LEP economic policy which has the potential to generate significant economic and employment benefits in Lancashire. The socio-benefits associated with the proposed incompatible development are indeed significant and compelling and are considered to provide strong justification and overarching need for the incompatible development that outweighs the need to avoid the sterilisation of the mineral resource.
- 5.152 Overall, the MRA concludes that the Development Proposals comply fully with Policy M2 of the Joint Lancashire Minerals and Waste Site Allocation and Development Management Policies Local Plan (2013).

Planning Obligations

- 5.153 Based on the findings of this Statement, and in the context of the Viability Statement submitted in accordance with Local Plan Policy C4, Local Plan Policy A1 and PPG planning obligations guidance, the Proposed Development will be the subject of appropriate Planning Obligations. Obligations will also be assessed in the context of specific Community Infrastructure Levy (CIL) requirements and the retail and residential components of the Proposed Development are chargeable development within the SRBC CIL Charging Schedule.
- 5.154 As the application is submitted in Outline with all matters reserved (save for access), a precise and final amount of CIL liability cannot be calculated at this stage. Such matters would be the subject of future consideration at Reserved Matters stage. Depending on the composition of land uses implemented across the site, the development could be liable for Community Infrastructure Levy (CIL) payments of between £1.4-2.3 million the development as a whole.
- 5.155 It is necessary that there will be a requirement to secure some additional benefits arising from the scheme via a S106 Legal Agreement. Without prejudice to any final decision, proposed Heads of Terms relating to Planning Obligations in adherence to the principles of Local Plan Policy A1 can be summarised as follows:
- Provision of 15% Starter Homes;

- Provision of on-site infrastructure;
- Provision of Green Infrastructure, including publicly accessible Green Open Space;
- Provision of an Employment & Skills Plan;
- Provision of a Framework Travel Plan; and
- Provision and implementation of Marketing Plan.

5.156 The Applicants' position is that there will be no further requirement for S106 financial contributions arising from the scheme. This stated position is in the context that the enabling development necessary to provide the required level of investment in infrastructure is on a scale where employment uses alone would not be sustainable. On the basis of the information presented in the Viability Statement, the current scheme could not therefore bear additional costs in addition to the costs of the infrastructure including S106 financial contributions.

5.157 The detailed wording of the obligations will be developed through further discussion with SRBC officers during the determination of the planning application.

Planning Controls

5.158 As set out above, key to the delivery and success of the hybrid approach is the effective use of conditions to control information to assess design quality and other requirements through reserved matters submissions. A condition will be invited, which requires all reserved matters applications to be submitted within the parameters set in the Parameter Plans and in accordance with the Design Code.

5.159 Planning conditions will also be required to secure the mitigation measures identified in the ES. Such planning conditions will include a requirement for a Construction Environmental Management Plan (CEMP), a Construction Traffic Management Plan (CTMP) and conditions are also likely to include controls over the following:

- Foul and surface water drainage details;
- Archaeological assessment and mitigation;
- Landscape management plan;
- Habitat management and maintenance plan;
- Tree protection measures;
- Preconstruction surveys for bats;
- Provision of compensatory habitat;
- Monitoring of important fauna groups;
- Detailed lighting strategy; and
- Post-construction BREEAM Assessment

- 5.160 As set out at Section 3 of this Statement, given the significant scale and nature of the Proposed Development, and in the context that the delivery of the scheme will be carried out across a number of years, the applicant is seeking a flexible approach to the fixing of time-limits within which the development as a whole is able to be carried out.
- 5.161 To this aim, a maximum period of 20 years is sought for submission and approval of all the Reserved Matters. It is therefore anticipated that conditions will be imposed to allow for the implementation of the first and subsequent phases on this basis.
- 5.162 Suggested draft planning conditions in respect of the above are set out below:

Suggested Condition 1: Planning Permission Timescale

Outline Planning Permission as identified on as Development Plots A, B, C, D and E on approved Parameter Plan 1 – Development Plots (drwg. no. 21017-FRA-XX-ZZ-DR-A-9111 P5) for the principle of development proposed is subject to the following:

- a) Written approval of the following reserved matters in relation to each phase of the development shall be obtained by the Local Planning Authority prior to any works in respect of each phase taking place on site:***
- a. The layout of the buildings on site and detailed siting of associated areas;***
 - b. The appearance and architectural design specifying the external materials to be used;***
 - c. The scale of the buildings indicating massing and building bulk;***
 - d. The landscaping of the site specifying both the hard, soft treatments and means of enclosure; and***
 - e. The remaining means of access specifying vehicular, cycle and pedestrian routes.***
- b) An application for the approval of reserved matters shall be made in writing before the expiry of 10 (ten) years from the date of this Outline Planning Permission.***
- c) The development hereby permitted shall be begun either before the expiration of 10 (ten) years from the date of this Outline Planning Permission, or before the expiration of 2 (two) years from the date of approval of the last of the reserved matters to be approved, whichever is later.***

REASON: To comply with the requirements of Section 92 of the Town & Country Planning Act 1990 and to ensure that the developer has sufficient time to deliver this large and complex strategic development site.

6.0 SUMMARY AND CONCLUSIONS

- 6.1 This Planning Statement has been prepared by Barton Willmore, now Stantec, on behalf of Maple Grove Developments Limited (MGD) and Lancashire County Council ("LCC") (as Freeholder) (both "the Applicant") to assess the planning matters arising from an outline planning application seeking planning permission for employment, residential and mixed uses and associated car parking, access, public open space, landscaping and other work at the Cuerden Strategic Site ("the Site"), now more commonly known "Lancashire Central".
- 6.2 The Site is allocated for strategic employment development and is one of the most significant economic development sites in Lancashire. The Site provides a once in a generation opportunity to achieve dynamic, sustainable, premium led development that has the potential to generate significant economic and wider benefits.
- 6.3 In line with the Government's objectives for achieving sustainable development as set out within the NPPF, the Proposed Development represents sustainable development in line with NPPF Paragraph 7. On this basis, a summary of key benefits is detailed below:

Social Benefits

- The level of net job creation is a key significant benefit of the scheme. An estimated 2,300 full-time equivalent (FTE) person years of construction employment could be supported, both on-site and off-site in the construction supply chain. Once fully developed and occupied, around 2,200-5,600 FTE jobs will be located at the Site.
- The range of jobs that will be created will include entry-level positions in the retail and food and drink sector that will be valuable in providing highly localised employment for all ages but particularly young people, and good quality long term positions in both the office, industrial and logistics sectors.
- The addition of 116 new homes, both flats and houses, in South Ribble will be a positive contribution towards addressing the housing needs of the Borough. This will include provision of 15% of units as Starter Homes.
- The scheme will significantly enhance the retail and leisure offer for the benefit of residents and the employment floorspace being provided. The mixed-use area will include foodstore, gym, crèche/nursery, car showroom, restaurants and/or Drive-Through restaurant uses.
- The Proposed Development will provide new publicly accessible green open space which will include new pedestrian, cycling and jogging paths.
- The Site is fully accessible by public transport, with opportunities for further improvements through the proposed movement strategy across the wider allocated site.

Economic Benefits

- The new retail and leisure uses will encourage choice, competition and diversity in the local economy and retail sector and the creation of significant new job opportunities.
- Once fully developed and occupied, activities at the Site will support around 2,200-5,600 FTE jobs and £95-390m Gross Value Added business (GVA) per annum in the Central Lancashire economy.
- The retained household expenditure arising from the proposed new housing would be in the order of £2.1 million per annum.
- The employment floorspace would lead to total annual Business Rates revenue of approximately £3.1-3.3 million of which a proportion will be available for local retention.
- The proposed new housing would also lead to additional New Homes Bonus payments and Council Tax receipts:
 - Construction of the 116 new housing units would generate a New Homes Bonus payment of approximately £0.63 million for SRBC and £0.16 million for LCC; and
 - SRBC would also receive approximately £0.22 million per annum in Council Tax receipts once these units were occupied.
- The overall Community Infrastructure Levy (CIL) levied on the Development will be circa £1.4-2.3m.

Environmental Benefits

- The scheme will deliver extensive green infrastructure through the site, retention of existing landscape features and habitat creation.
- Creation of significant, publicly available accessible open space.
- Utilising sustainable building techniques.
- Reduction in the need to travel to more distant facilities/locations for retail and work trips.
- Enhancement to the accessibility of the site through improvements to pedestrian, cycle and bus access.
- The Proposed Development has been assessed against the NPPF, all relevant Development Plan Policies and other guidance at Section 5 of this Statement.

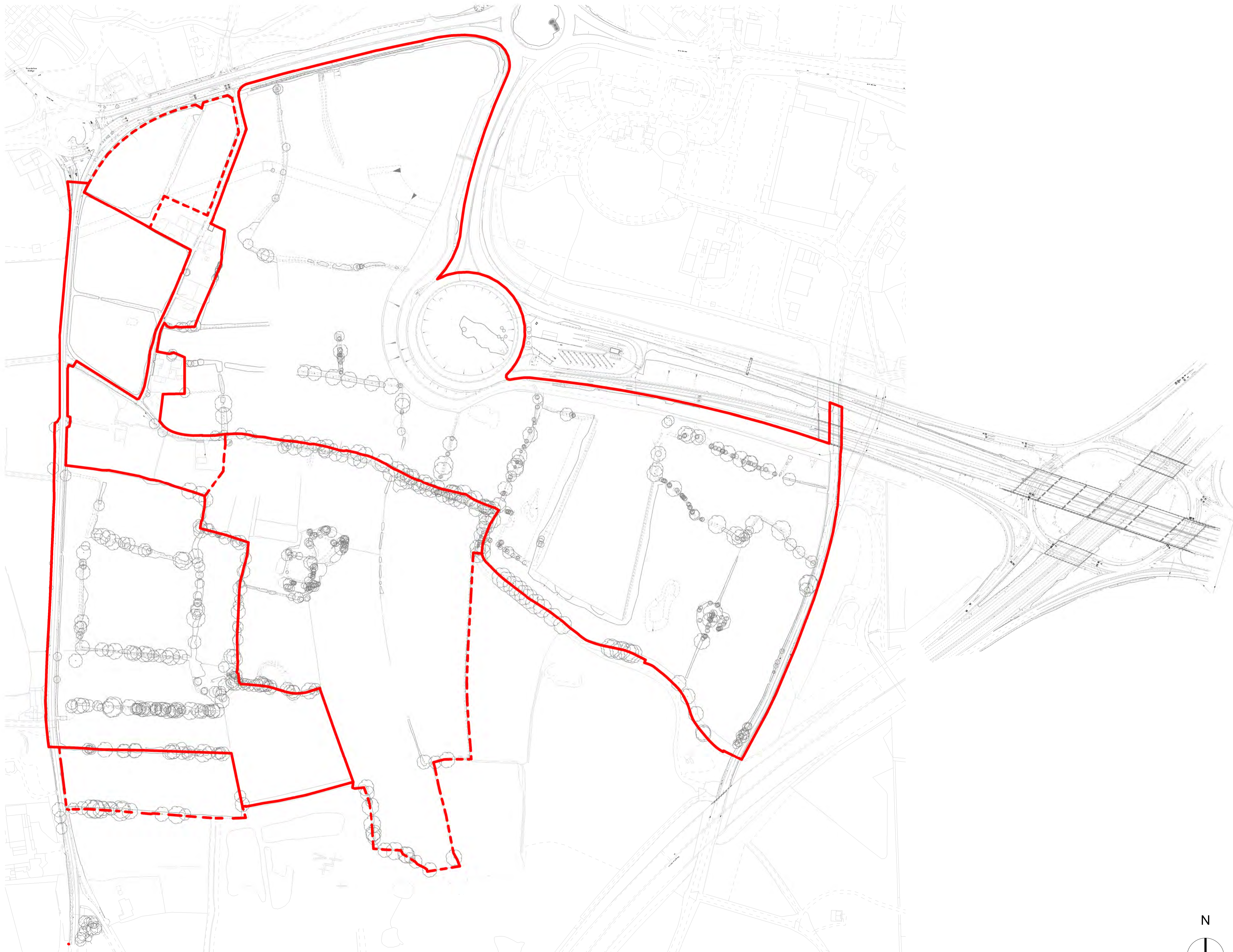
6.4 The use of the Site for employment purposes has long standing planning policy support. The historic adopted South Ribble Local Plan (2000) first established the site as a strategic employment development opportunity and this allocation is reiterated in Policies 1 and 9 of the 2012 Central Lancashire Joint Core Strategy.

- 6.5 Policy C4 of the South Ribble Local Plan (2015) has introduced greater flexibility on the alternative uses types of development that can be considered appropriate for the site in addition to employment, industrial and green infrastructure uses. The Masterplan for the Site, adopted by SRBC in April 2015, which is a material consideration in decision-making terms, satisfies Local Plan Policy C4 criterion (a) and provides a further level of guidance against which to assess the Development Proposals. Further, the details required by criterion (b) and (c) are submitted as part of this application.
- 6.6 Section 5 of this Planning Statement has considered the Proposed Development against the relevant policies in the Development Plan. Whilst there are some areas where the Proposed Development does not fully accord with the detailed topic specific policies of the Plan, we conclude that the Proposed Development accords with the Development Plan when read as a whole.
- 6.7 Core Strategy Policy MP seeks to ensure consistency and accordance with the NPPF. The policy requires that when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. Furthermore, the policy states that planning applications that accord with the policies in this Local Plan (and, where relevant with policies in the neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.
- 6.8 In such circumstances, Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that if regard is to be had to the Development Plan for the purpose of any determination, then that determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 6.9 Against this backdrop of compliance with an up-to-date Development Plan, adherence to National Guidance and other material considerations, we conclude that in the absence of harm and considering the numerous very significant tangible benefits arising from the Development Proposal that there is justification for the grant of planning permission. Moreover, the Proposed Development represents 'sustainable development' (as per guidance in the NPPF (paragraph 7), which is a central consideration in decision-making.
- 6.10 Indeed, even if it were concluded that the Proposed Development is not fully in accordance with the Development Plan, planning permission should still be granted given the significance of a number of material considerations that should be given significant weight in the decision-making process.
- 6.11 The Proposed Development will give rise to a number of substantial economic, social and environmental benefits (above) which are supported by the NPPF, and which would contribute

to the Proposed Development representing sustainable development under the terms of Paragraph 11 of the NPPF.

- 6.12 It is clear that, subject to mitigation, the adverse impacts identified do not significantly and demonstrably outweigh these substantial benefits, when assessed against the Development Plan and the NPPF when taken as a whole.
- 6.13 In light of the above, we believe the Proposed Development should benefit from the grant of planning permission.

APPENDIX 1
SITE LOCATION PLAN



General Notes

Do not scale from this drawing. Only work to written dimensions.

All site dimensions shall be verified by the Contractor on site prior to commencing any works.

This drawing is the property of Fletcher-Rae (UK) Limited (t/a Fletcher-Rae) and copyright is reserved by them. The drawing is not to be copied or disclosed by or to any unauthorised persons without the prior written consent of Fletcher-Rae (UK) Limited.

Site Boundary Key:

— Application Site Boundary

- - - Future Development Plot Boundary

P1	Red line planning boundary & Adj future development land boundary updated	23.05.22	RT	AR
PO	First issue	28.04.22	RT	AR
Rev.	Description	Date	ISS	APP



Scale: 1 : 2500 @ A1
 Status: S2 Information
 Drawn By: SH
 Checked By: RT
 Date: 24.01.2022

Client: Lancashire County Council

Project: Lancashire Central, Cuerden TRW Site

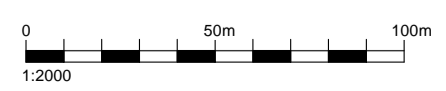
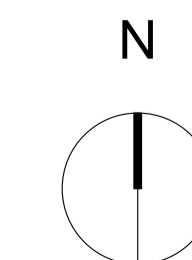
Sheet Name: Existing Topographical Plan

Project No. Orig. Zone Level Type Role Dwg No. Rev
 21017-FRA-XX-ZZ-DR-A-91-0001 P1

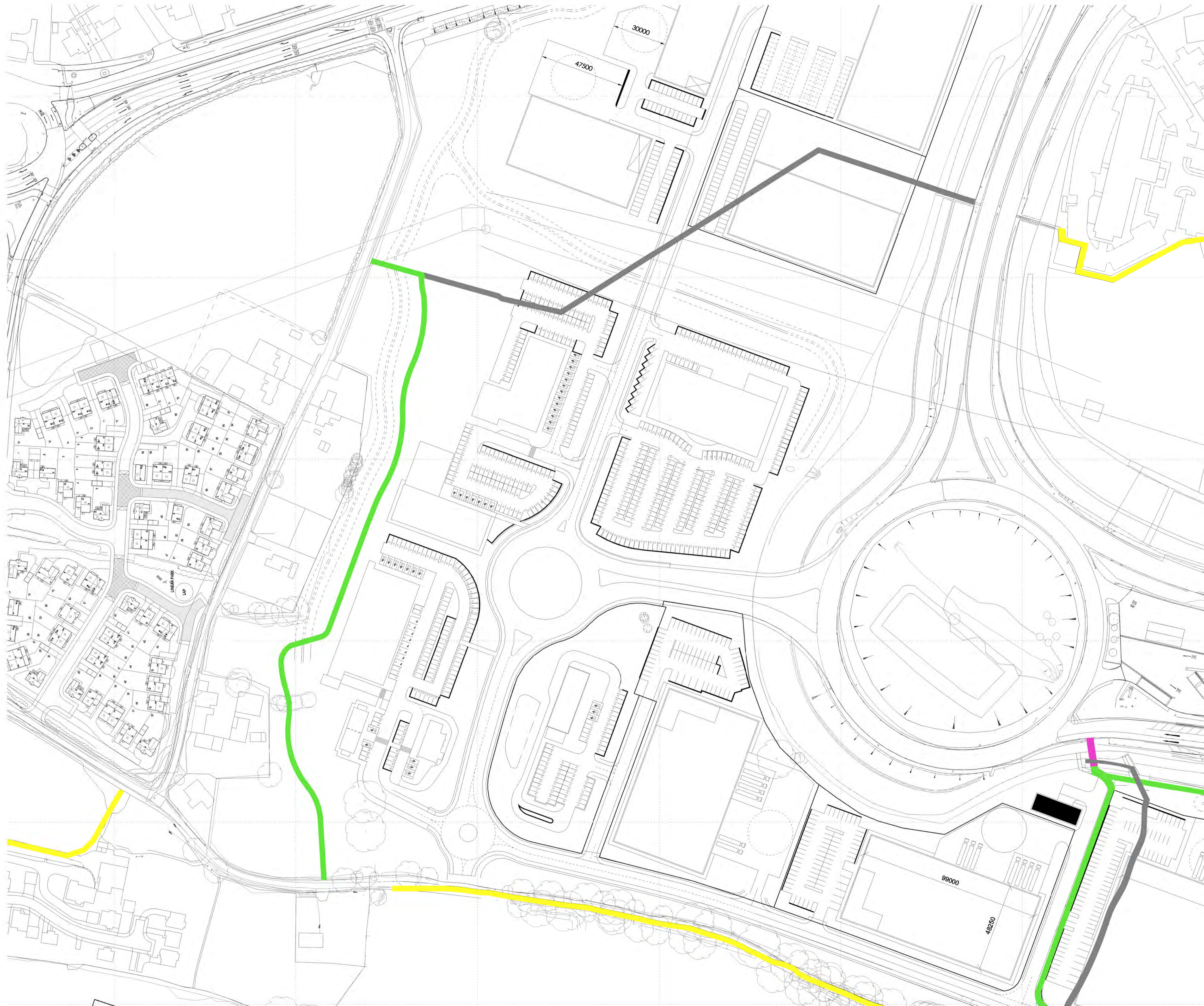
fletcher|rae

Architects | Master Planners | Designers
 Hill Quays, 5 Jordan Street, Manchester, M15 4PY

t +44 (0) 161 242 1140
 f +44 (0) 161 242 1141
 w www.fletcher-rae.com
 e info@fletcher-rae.com



APPENDIX 2
PUBLIC FOOTPATH DIVERSION SCHEMATIC



General Notes

Do not scale from this drawing. Only work to written dimensions.
 All site dimensions shall be verified by the Contractor on site prior to commencing any works.

This drawing is the property of Fletcher-Rae (UK) Limited (t/a Fletcher-Rae) and copyright is reserved by them. The drawing is not to be copied or disclosed by or to any unauthorised persons without the prior written consent of Fletcher-Rae (UK) Limited.

PROW Key:

- Existing PROW unaffected
- Existing PROW to be diverted/stopped up
- Proposed PROW
3m wide footpaths/cycleways
- Existing pedestrain access/footpath to be removed
- Controlled footpath / access for VOSA

PO	First Issue	22.06.22	RT	SS
Rev.	Description	Date	ISS	APP



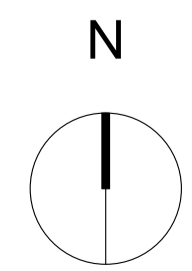
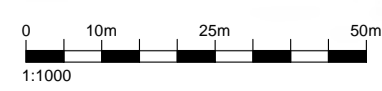
Scale: As indicated @ A1
 Status: S2 Information
 Drawn By: SS
 Checked By: RT
 Date: 22.06.22
 Client: Lancashire County Council and Maple Grove Developments

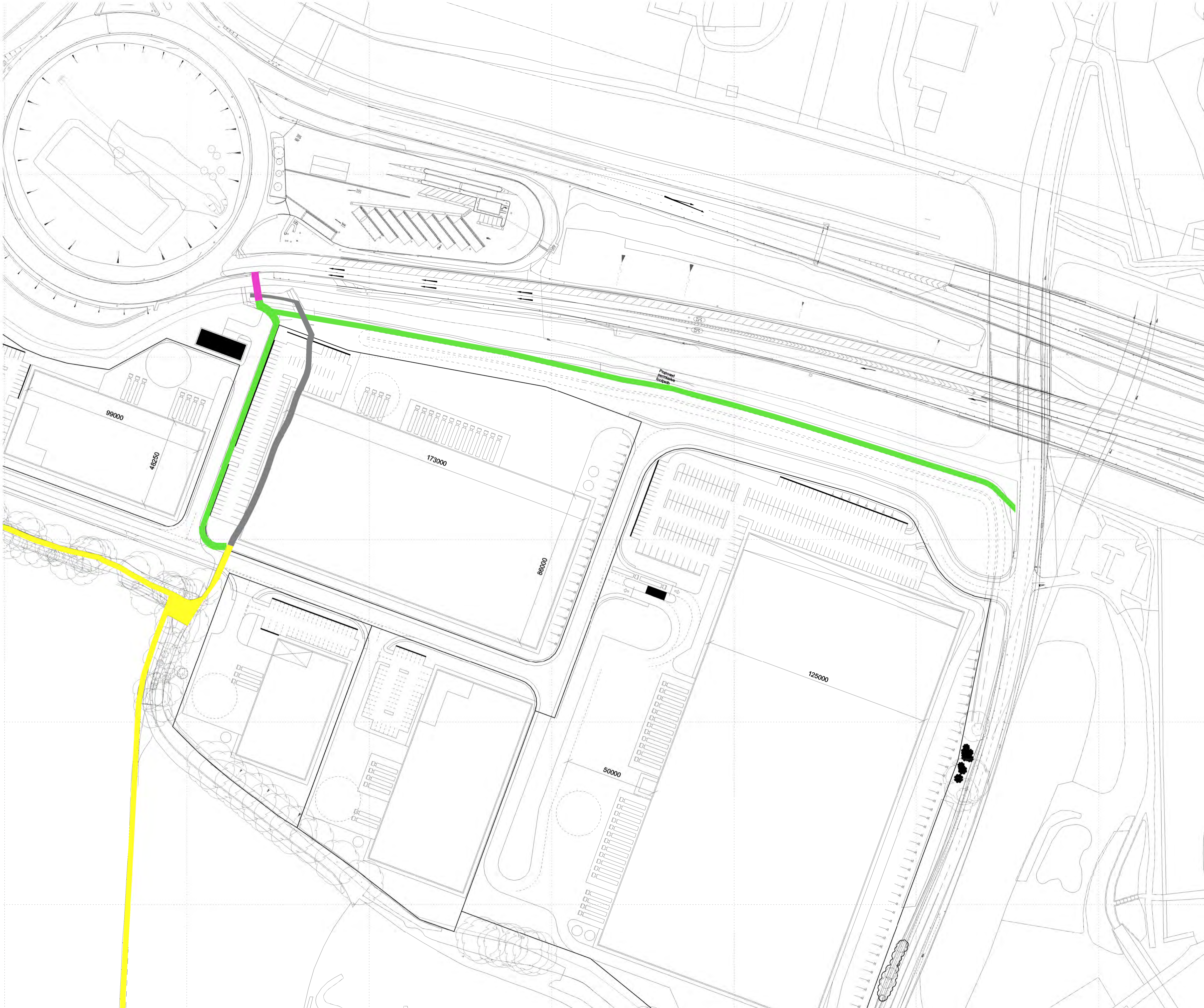
Project: Lancashire Central, Cuerden
 Sheet Name: Public Right of Ways - Sheet 1 of 2

Project No. Orig. Zone Level Type Role Dwg No. Rev
21017-FRA-XX-XX-DR-A-9124 P0

fletcher|rae
 Architects | Master Planners | Designers
 Level 12, Tower 12, 18-22 Bridge Street, Manchester, M3 3BZ

t +44 (0) 161 242 1140
 f +44 (0) 161 242 1141
 w www.fletcher-rae.com
 e info@fletcher-rae.com





General Notes

Do not scale from this drawing. Only work to written dimensions.
 All site dimensions shall be verified by the Contractor on site prior to commencing any works.
 This drawing is the property of Fletcher-Rae (UK) Limited (t/a Fletcher-Rae) and copyright is reserved by them. The drawing is not to be copied or disclosed by or to any unauthorised persons without the prior written consent of Fletcher-Rae (UK) Limited.

PROW Key:

- Existing PROW unaffected
- Existing PROW to be diverted/stopped up
- Proposed PROW
3m wide footpaths/cycleways
- Existing pedestrian access/footpath to be removed
- Controlled footpath / access for VOSA

PO Rev.	First Issue Description	22.06.22 Date	RT ISS	SS APP



Scale: As indicated @ A1
 Status: S2 Information
 Drawn By: SS
 Checked By: RT
 Date: 22.06.22

Client: Lancashire County Council and Maple Grove Developments

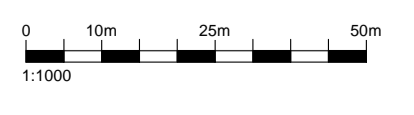
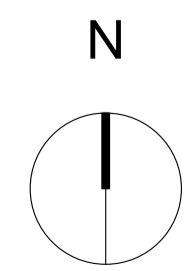
Project: Lancashire Central, Cuerden

Sheet Name: Public Right of Ways - Sheet 2 of 2

Project No. Orig. Zone Level Type Role Dwg No. Rev
 21017-FRA-XX-XX-DR-A-9125 P0

fletcher|rae
 Architects | Master Planners | Designers
 Level 12, Tower 12, 18-22 Bridge Street, Manchester, M3 3BZ

t +44 (0) 161 242 1140
 f +44 (0) 161 242 1141
 w www.fletcher-rae.com
 e info@fletcher-rae.com



APPENDIX 3
ILLUSTRATIVE MASTERPLAN

DRAWING NOT FOR APPROVAL

General Notes

Do not scale from this drawing. Only work to written dimensions.
All site dimensions shall be verified by the Contractor on site prior to commencing any works.
This drawing is the property of Fletcher-Rae (UK) Limited (t/a Fletcher-Rae) and copyright is reserved by them. The drawing is not to be copied or disclosed by or to any unauthorised persons without the prior written consent of Fletcher-Rae (UK) Limited.

Site Boundary Key:

- Application Site Boundary
- - - Future Development Plot Boundary

*Refer to Landscape Architects drawings for landscape proposals

P8	Updated to reflect LCC pre app feedback	01.07.22	SS	RT
P7	Updated Parameter Plans	24.06.22	RT	SS
P6	Zone D Layout Modified	20.06.22	RT	SS
P5	Client description in title sheet amended	26.05.22	RT	AR
P4	SuDS & Lscape updated to reflect latest info	23.05.22	RT	AR
P3	Updated to reflect client feedback	11.05.22	RT	AR
P2	Drawing description changed	28.04.22	RT	AR
P1	Updated following team feedback. Substation relocated & zone A plot 3 re orientated to retain existing tree	08.04.22	SS	RT
P0				
Rev.	Description	Date	ISS	APP



Scale: As indicated @ A1
 Status: S2 Information
 Drawn By: SS
 Checked By: AR
 Date: 27.05.2021
 Client: Lancashire County Council and Maple Grove Developments

Project: Lancashire Central, Cuerden

Sheet Name: Illustrative Development Framework Plan
 Project No. Orig. Zone Level Type Role Dwg No. Rev
 21017-FRA-XX-ZZ-DR-A-91-1000 P8



t +44 (0) 161 242 1140
 f +44 (0) 161 242 1141
 w www.fletcher-rae.com
 e info@fletcher-rae.com

