

REPORT TO	ON
Planning Committee	26 July 2017

Jan 2017



TITLE	AUTHOR	Agenda item No.
South Ribble Local Plan Site 'FF' Masterplan: Moss Side Test Track, Leyland.	J. Noad Planning Manager C. Lewis/Senior Planning Officer	6

## 1. PURPOSE OF THE REPORT

1.1 To consider the submission of the revised Masterplan and supporting information relating to the Moss Side Test Track for development management purposes.

## 2. RECOMMENDATIONS

2.1 That the Committee adopts the submitted Parameters Masterplan, Vision Statement, and Spatial Design Code relating to the Moss Side Test Track for development management purposes.

## 3. EXECUTIVE SUMMARY

3.1 South Ribble Borough, utilising the following factors: affordable housing; finding a job; quality of family life and social life has recently been identified as one of the best places to live in the UK. The Council's corporate policies of promoting a thriving and prosperous Borough; creating strong and healthy communities; together with a clean, green and safe environment seek to ensure that South Ribble retains this important accolade.

3.2 The allocation reference Site 'FF' within the South Ribble Local Plan relates to land known as the Moss Side Test Track, Leyland. This site, which measures approximately 40. hectares, is currently allocated in the South Ribble Local Plan as subject to Policy C2 an allocated Major Site for Development.

3.3 Members will recall at the Planning Committee meeting on 22 March 2017 a report on the draft Masterplan for the Test Track was presented. The purpose of that report was to seek adoption of the updated Masterplan for development management purposes. The drive to support more house building by central government had strongly influenced those proposals which provided for up to 1,100 residential homes, employment land/local centre facilities (4.9ha), Paradise Park (9.51 ha) and on site green space (8.73ha). After a lengthy discussion Members voted to defer the item and request that the applicant address the following points:

That the applicant be requested to consider that any further plans reflect the 2010 Development Brief and in particular:-

- i. Increase the area of employment land
- ii. Reduce the housing density
- iii. Consider an access point direct to Schleswig Way
- iv. That the residents be consulted on the changes before the Masterplan is presented to the Planning Committee for further consideration.

3.4 The applicant has undertaken extensive consultation and amended the Draft Masterplan to incorporate the following points:

- A reduction in housing numbers from 1200 to approximately 950 homes.
- Increase in employment land from 4.9ha which included the local centre facilities to 6.08 hectares dedicated employment land
- Primary school site 1.60 hectares
- Local centre and medical centre 1.85 hectares
- Titan Way as the primary residential access route
- Paradise Lane to remain closed to cars seeking to access the development.

#### 4. CORPORATE PRIORITIES

The report relates to the following corporate priorities:

Clean, green and safe	/	Strong and healthy communities	/
Strong South Ribble in the heart of prosperous Lancashire	/	Efficient, effective and exceptional council	

#### 5. BACKGROUND TO THE REPORT

5.1 A masterplan, phasing and infrastructure delivery schedule contained within the document entitled Part 1 Masterplan Vision and design code contained within the document entitled "Part 2 Spatial Design Code" was prepared by Turley's and e\*SCAPE under instructions of Property Capital, the chosen lead development partner for the redevelopment of the site.

5.2. In preparation for the submission of a future application for a mixed use residential led development on the site, a draft Masterplan was prepared by landowners/developers. This draft Masterplan was presented to this committee on 9 November 2016 to seek endorsement for the applicant to go out to public consultation.

5.3. The applicant undertook an extensive consultation process which is summarised in section 6.16 of the report. Based upon consideration of the responses from the consultation exercise, final versions of the Masterplan entitled "Doll Lane at Leyland Part 1: Masterplan Vision Rev Q and Doll Lane at Leyland Part 2 Spatial Design Code Rev N both dated March 2017 were produced by the applicant. These documents were discussed at the Planning Committee on 22 March 2017.

5.4 The minutes of the Planning Committee record that:

A number of members of the public and local councillors spoke at the meeting and raised various concerns which included the following:-

- There had been limited public consultation during the process with no consultation since the revisions had been made to the draft Masterplan.
- The impact on the traffic on the local highway network
- The proposed access points on to Longmeanygate and Paradise Lane were not acceptable, especially with the extremely large amount of traffic associated with a development of this size and this would only exacerbate the existing highway issues within the area. Paradise Lane had been closed off to through traffic following concerns of highway safety.
- An access point which directly links to Schleswig Way would be a more acceptable proposal.

- The housing density of the Masterplan was too high and needed to reflect more to the density figures included within the 2010 Development Brief.
- The calculations for open space seemed to use existing open space within Paradise Park.
- The area of employment land had been significantly reduced from that within the 2010 Development Brief - a more even balance of residential and employment should be proposed.
- The residential and employment areas share access points at Buckshaw Village which work well and should be replicated on Moss Side Test Track rather than creating a new access on Longmeanygate.
- The green infrastructure buffer was not contained within the site and Paradise Park had been used to increase the developer's contribution towards the on-site public open space provision.
- There was no evidence of an environmental impact assessment being undertaken.
- No consideration appeared to have been given to the impact on existing residents.
- The Masterplan did not complement the work recently taken place to improve the bridleways with the area.

5.5 The item was deferred and the applicant advised to consider the following:

That the applicant be requested to consider that any further plans reflect the 2010 Development Brief and in particular:-

- Increase the area of employment land
- Reduce the housing density
- Consider an access point direct to Schleswig Way
- That the residents be consulted on the changes before the Masterplan is presented to the Planning Committee for further consideration.

## **6. THE MASTERPLAN**

### **6.1 THE SITE**

6.1.1 The site located to the northwest of Leyland town centre measures 54.33 hectares and incorporates the Test Track facility (39.33 hectares) and land in the ownership of South Ribble (approx. 15 hectares). Longmeanygate forms the north and western boundaries with a small number of residential properties forming the village of Midge Hall. Moss Side Industrial site is located to the east and is characterised by large industrial buildings and to the south is the residential area known as Moss Side.

6.1.2. The site is currently accessed from the east via Aston Way which links to Reiver Road and Titan Way at Moss Side Industrial Estate.

6.1.3. Leyland Motors used the site to trial both prototypes and vehicles on a series of different road surfaces once they came off the production line- hence the site became known as the Test Track. The site is relatively flat although a manmade bund separates the test track from the surrounding country side and neighbouring residential properties. Within the bund there are several small ponds and a number of wooded areas. The outer area currently owned by South Ribble includes Paradise Park and tracts of woodland.

6.1.4 The site is currently allocated in the South Ribble Local Plan as: Policy C2 Moss Side Test Track, Leyland and is part of one of the three allocated major sites for within the borough identified for development.

## 6.2 POLICY REQUIREMENTS FOR THE SITE

6.2.1 The South Ribble Local Plan 2012-2026 identifies and allocates land required over a 15 year period in order to achieve the vision for growth as outlined in the Central Lancashire Core Strategy. To ensure delivery of the Council's vision to manage economic growth, three major sites have been identified which would be comprehensively developed for a range of uses.

6.2.2 Site FF Moss Side Test Track, Leyland is identified under Policy C2 of the Local Plan and states:

*"Planning permission will only be granted for the development of the Moss Side Test Track subject to the submission of:*

- a) An agreed Masterplan for the comprehensive development of the site, to include residential, employment and commercial uses, Green Infrastructure and community facilities;*
- b) A phasing and infrastructure delivery schedule*
- c) An agreed programme of implementation in accordance with the Masterplan and agreed design code.*

6.2.3. The justification for Policy C2 confirms *"A development brief for the site was approved for development control purposes in June 2010. This document recognised that the site could make a greater contribution towards housing delivery in the borough. In line with this the site is allocated as a residential led, major site for development."*

6.2.4 The justification continues to state *"Green Infrastructure within the site will be an integral part of the development to create a high quality attractive environment. This will include a 'village green' approach to provide a focal point in the development with linked green corridors providing cycleway, bridleway and footpath connections within the site. They will act as natural buffers to the site, linking with Paradise Park and the wider urban area.*

*A detailed design code/statement in line with the masterplan will need to be prepared by the applicant and agreed with the Council in order to ensure a high quality of development throughout the site embracing sustainable development principles. The applicant or developers will also be required to agree a programme of implementation with the Council."*

6.2.5 A key aspect of the policy is an infrastructure delivery schedule which would ensure that all aspects of the development proceed in a timely manner when the necessary infrastructure is in place. The text to the justification of the policy requires the provision of segregated accesses to the site to serve the residential and employment areas, off site highway improvements, and the provision of improved public transport.

6.2.6 The site is a key element of the Lancashire, Preston and South Ribble City Deal which seeks to increase the size of the local economy through the delivery of new jobs and homes. A City Deal for the South Ribble and Preston area was agreed with Government in 2013. It is taking forward £434 million of new investment, expanding transport infrastructure, supporting the creation of some 20,000 new jobs and generating the development of 17,000 new homes over a 10 year period.

The Test Track is the Borough's second largest housing site. To ensure the Borough is meeting its housing needs it is imperative that this site starts to move forward toward development.

## 6.3 UPDATED MASTERPLAN

### Quantum of Development

6.3.1 Following the Planning Committee meeting of 22 March 2017 the applicant has revised the Parameters Plan to more closely reflect the Development Brief of 2010.

6.3.2 The table below sets out the quantum of development for the site comparing the Development Brief 2010 the Masterplan March 2017 and the revised Masterplan July 2017

**Quantum of Development** GI" in brackets after "Green Infrastructure"

Type of Development	Development Brief 2010 (ha)	Draft Masterplan March 2017	Draft Masterplan July 2017
Residential	23.43	28.24	24.99
Employment	6.08	3.9	6.08
Local Centre	0.97	1.0	1.85
School	-	1.8	1.6
Green Infrastructure (GI)	23.46	18.24	18.66
Proportion of GI as Public Open Space	11.40	9.51	14.61

6.3.3. Following discussions the applicant has decreased the amount of housing land, increased the amount of employment and provision is made for a local centre, including the provision of a medical centre and a dedicated site for a primary school. Proportionally public open space provision has increased, but the overall Green Infrastructure provision is lower than in 2010 due to the inclusion of a medical centre and primary school.

## 6.4 Access Strategy

6.4.1. The wider transport implications of the development have yet to be formally assessed. This would normally take place when a Transport Assessment is undertaken. LCC Highways has advised that the quantum of development from the Test track that the network can accommodate will be the identified through the Transport Assessment, which will include the influence of committed development in a future year scenario and any planned highway changes.

6.4.2. The adopted development brief in 2010 identified that to segregate residential and employment traffic there would be two separate vehicular accesses: the employment area would be served by Aston Way, and Titan Way would serve the residential area and neighbourhood centre.

6.4.3. Following the concerns raised in March the applicant has explored a wider range of access strategies. A further consultation exercise was undertaken with a total of 6,500 homes and businesses consulted by the applicant upon five different highway access strategies. Two were discounted on grounds of commercial/legal deliverability and 64% of residents (from 100 written responses) identified Option 2 known as the semi- permeable strategy as the preferred option.

6.4.4 The applicant has advised that they continued to liaise with the leadership of the Midge Hall residents' group. This liaison culminated in a private workshop meeting taking place between Property Capital and the Midge Hall group during the consultation event on 2 June. At this meeting, the Group requested that Property Capital consider a further option that represented an evolution of Option 2, combining: Titan Way as the primary access; Paradise Lane remaining closed to cars; and a quiet lane with additional traffic calming on Longmeanygate.

6.4.5 A second workshop with LCC Highways, representatives of Midge Hall residents group, ward members and the applicant was held to explore Option 2A in more detail. The applicant has advised that the Midge Hall residents group secured the agreement of the wider community at a public meeting to endorse access strategy Option 2A which was the subject of further consultation and which is now reflected in the access strategy presented to Committee.

6.4.6. LCC Highways has worked closely with the applicant to address the concerns raised by officers and residents and has advised that detailed highways discussions are ongoing between the applicant and the county council as the Highway Authority. The Highway Authority considers that the principles of the highways proposals set out a permeable access strategy with primary, secondary/tertiary access points to the site. At this stage they are considered acceptable. It is acknowledged that this support is subject to a Transport Assessment (which would also indicate the scale of development that the surrounding network can support). Furthermore, other detailed design measures and/or funding may be required together with the phasing of works and build out to be linked to the advance provision of transport changes.

6.4.7. To conclude, the proposed highway strategy provides for:

#### Titan Way

- Primary residential development access via Titan Way.
- A second separate access for the future employment area via Titan Way

#### Longmeanygate

- Two roundabouts on to Longmeanygate to the north and west of the site.
- Diversion of through traffic across the site from Longmeanygate on to a new internal access road known as New Longmeanygate, and the down grading of a stretch of the existing route to a "Quiet Lane".
- Traffic calming to include shared road surface 20mph, and road narrowing could be introduced to this Quiet Lane.

#### Paradise Lane

- The proposed road network within the site has been amended to provide for fully permeable links between all three residential accesses.
- Bus only access to Paradise Lane controlled via a Bus Gate.

6.4.8. LCC Highways has been in discussion with the applicant and is largely supportive of the above approach subject to a Transport Assessment and detailed design considerations

6.4.9. To conclude the primary development access would be via Titan Way and the other two access points off Longmeanygate provide a number of access options which is supported. A further separate access point to the Commercial area has also been provided. The access strategy is welcomed. Provision should be made to ensure that all the access points are brought forward and completed at a very early stage of the development. This would normally be achieved through a condition or S106 legal agreement on any planning permission.

## **6.5. Housing**

6.5.1. Even though the Local Plan estimates the site as having the capacity for 750 the adopted development brief in 2010 allocated 23.43 hectares of land on site for the provision of approximately 850 residential units. The brief further states:

*In order to avoid inefficient use of land, a minimum development density of 30 dwellings per hectare should be achieved. This density is in accordance with PPS3 paragraph 47 and encourages Local Planning Authorities to make more efficient use of land (paragraph 5.10).*

6.5.2. The Draft Masterplan reported in March 2017 was accompanied by Part 1: Masterplan Vision and Part 2 Spatial Design Code both dated October 2016 which initially provided for up to 1,200 new homes. Officers raised concern with regard to the increase in the number of dwellings from the Development Brief of 850 to a further 350 dwellings as the increase in housing numbers restricted the amount of employment land. At that stage the applicant reduced the numbers by 100.

6.5.3. Following the meeting in March 2017, the applicant has reduced these numbers again from 1,100 to approximately 950 which has enabled more employment land to be identified. As part of the supporting text the applicant has advised that the proposed densities of between 34 to 38 dwellings per hectare is in line with those of the 2010 Development Brief which averaged circa 36dph.

6.5.4 It is further noted that the densities proposed by the applicant are reasonable given the comparison with other large sites that have recently been granted planning permission. It would be difficult to refuse an application outright on the numbers proposed as it is more a case of assessing the impact of those numbers through the more detailed planning application process. Officers are also aware that one of the Government's key aims is to deliver higher numbers of housing as reflected in the recent Housing White Paper. Authorities such as South Ribble will therefore be subject to not only a test of the supply of land but also a delivery test. Sites such as the Test Track will therefore have an important contribution.

6.5.5. To conclude the increase in housing numbers by 100 from the Development Brief 2010 is considered acceptable and will support much needed housing as part of the Council's requirement to maintain a 5 year supply of land availability.

## **6.6 Education**

6.6.1. The adopted development brief in 2010 advised that an assessment of the education provision both existing and likely future needs should be undertaken.

6.6.2. Initially the draft Masterplan did not include any school provision. However, as part of the consultation process LCC Education has advised that there is a need for a primary school on the site and a site was identified on the draft Masterplan submitted in March 2017.

6.6.3. Since the meeting in March 2017 the site has slightly changed to accommodate the Local Centre and medical centre. The applicant has considered two other locations one to the east of the previous location and one to the north towards the employment area. LCC Education has advised that the principle of all three locations are acceptable subject to detailed site assessment and size calculations at a later date.

6.6.4. The inclusion of the school site on the proposed Parameters Plan is strongly supported and will ensure that the development provides opportunities for existing communities to benefit from extra facilities.

## **6.7. Health**

6.7.1 The adopted development brief in 2010 advised that an assessment of the existing health provision in the locality, and the likely implications and increased pressure on services resulting from the proposed development would need to be undertaken.

6.7.2. It is accepted that at this stage without any formal assessment of need for health care provision it is difficult to provide with certainty that such a facility would be required. However, the applicant has addressed this issue and the proposed Masterplan July 2017 provides for an area to incorporate a medical centre as part of the proposed land designation for the local centre. This designation is also to the proposed primary school which would ensure that the community facilities are planned as part of a holistic approach.

6.7.3 On balance the local centre has the ability to provide for a medical facility if needed alongside other uses and the proposed location is welcomed.

## **6.8 Employment**

6.8.1 The adopted development brief provides a history of the policy designation for the Test Track and refers to the site being previously allocated as an employment site suitable for a mixed scheme (paragraph 1.1 of the adopted development brief 2010). The Masterplan which accompanies the adopted brief identifies a total of 6.08 hectares of future employment use.

6.8.2 The revised Masterplan provides for an identical area of employment space to maintain the amount set out in the Development Brief 2010. The Council's Enterprise Manager, has advised that there is a strong demand for a range of employment units with a particular shortage of units of 500-2000 and therefore the revision is strongly supported.

6.8.3. Since the planning committee meeting in March 2017, TNT a national logistics business located adjacent to the north east corner of the Test Track objected to the Masterplan. TNT has raised concerns about the location of the proposed housing on the basis of the likelihood of noise disturbance to future residents arising from their established business operations. TNT are a major 24 hour logistics business who occupied the site in 2007 and employ 200 people.

6.8.4. The company advise that although noise mitigation measures were put in place as part of the planning process, the business soon received noise complaints from nearby residents. In an attempt to deal with those complaints, TNT obtained planning permission for additional acoustic fencing along the north boundary, and introduced a number of management practices, which, TNT has advised that to a greater or lesser extent, have impacted on the operation of the business.

6.8.5. TNT has been in direct contact with the applicant to express their concerns about the close proximity of the proposed housing and the issue of potential noise. The applicant revised the Masterplan so that more employment land wrapped around the existing employment boundary to act as a buffer zone. The proposed Masterplan July 2017 now provides for 6.08 hectares which is the same figure and in a similar location as the Development Brief 2010.

6.8.6. TNT acknowledge that this revision will address most of their concerns but have written to confirm that they are maintaining their objection due to the proposed housing located on the north west boundary of their site. They have also expressed concerns that the noise survey has not been conducted to Industry standards.

6.8.7. To state their concerns "TNT do not consider the immediate juxta positioning of such uses to be appropriate, and are convinced that this will generate future noise complaints and associated frustrations for all parties (including the Council's Environment Protection team). The likely financial burdens and operational restrictions on TNT, as one of the world largest and most



successful distribution operations are considered to be unacceptable. When dealing with a site area of 53.18 hectares, the company considers that this 'tension' can easily be avoided through modest adjustment"

6.8.8 The applicant has advised that a further noise survey and report has been undertaken. The report details additional monitoring undertaken in June 2017, followed by a comprehensive BS4142: assessment, based on the latest version of the masterplan. The report identifies that sound levels at night are likely to result in an adverse impact on future residents of the site and have identified mitigation measures to resolve these issues. The Council's Environmental Health Officer has advised that potential noise impacts from the TNT site have been undertaken and the suggested mitigation measures proposed to achieve suitable internal and external sound levels with regard to Industry Standards are acceptable. These measure would include: 4 metre high acoustic barrier fencing, acoustically rated double glazing, detailed design of the housing and internal road layout as part of mitigation measures.

6.8.9 The Council's EHO officer has further advised that concerns are raised over the impact from the proposed employment area on the residential part of the development but these can be overcome at the outline/reserve matters stage through the imposition of relevant conditions to control operational activities.

6.8.10. Whilst the imposition of a 4m high acoustic fence for a total length of 150m would be acceptable to mitigate against existing noise, the visual aspect and future maintenance of the fence has to be considered. The acoustic barrier would be located on the north east boundary of the site adjacent to the TNT site. The applicant has advised that adjacent to the acoustic fence the scheme would propose a semi mature landscaping buffer zone of a depth over 10 metres. Further, an internal access road would separate the proposed housing from this buffer zone. Both the landscaping buffer zone and acoustic barrier would be vested to a management company for maintenance purposes.

6.8.11. To conclude, while further confirmation on certain aspects will be required at later stages of the planning process, the EHO has advised that conditions can be imposed to ensure no adverse impact results and are satisfied with the content of the proposed Masterplan. With regard to the acceptability in planning terms, the principle of such barriers has been supported else in the borough and given that the site is at a Masterplan stage detailed design solutions will be subject to rigorous scrutiny through the planning process.

## **6.9 Green Infrastructure**

### **Quantum of Green Infrastructure**

6.9.1 The proposed updated Plan contains 18.66 ha of Green Infrastructure. This represents a slight increase on the March 2017 Masterplan which proposed 18.24ha and accounts for approximately 35% of the total area of the site. Half of this is made up of land in addition to Paradise Park. This figure represents the core Green Infrastructure that will be retained and provided. Within the built area reference is made in the Vision and Design Code to the provision of greens, public spaces and tree lined avenues. The total GI outside of Paradise Park is therefore likely to increase at the more detailed design stage.

6.9.2. Comments received previously expressed concern that the inclusion of Paradise Park in the GI calculations provided an unreasonable approach to GI provision. It should be noted that this area is included within the site as a whole and previous iterations of the Masterplan have considered areas of development within it. The current proposal maintains the majority of the extent of the park land and the potential to maintain and enhance this area as a significant asset should be noted.

6.9.3 The 2010 Masterplan version had a total of 23.46ha of Green Infrastructure. The March 2017 proposals were a 5.22ha reduction and the latest proposals are a 4.08ha reduction.

However more than half of this reduction is due to the proposed inclusion of additional and significant community benefits in the form of a primary school and medical centre. Only 1.56ha of the reduction under the current proposals is due to an increase in housing from the 2010 Masterplan.

6.9.4 The area of existing planting which is situated along Titan Way and will border the proposed future employment area has been made narrower at its central point under both the March proposals and the current proposals. However the purpose of this planting will be to maintain a green edge to the site and this role will not be compromised.

6.9.5. The proposed housing plot furthest to the north and east adjacent to the most northerly section of the proposed future employment area will lead to a smaller area of open space in this area than previously proposed. However a green area and linkage will be maintained around it and the loss of open space is offset by the removal of proposed housing from Paradise Park to the south which was suggested in the 2010 Masterplan.

6.9.6 On balance therefore the total Green Infrastructure proposed will account for more than a third of the total area of the site. The area of GI outside of Paradise Park totals 9.15ha which is 17.2% of the site and is likely to increase once greens, squares and additional tree planting are included as part of the more detailed designs This compares favourably with other Masterplans recently agreed on major sites in the Borough and can be considered to be reasonable.

### **Mix and Layout of Green Infrastructure**

6.9.7. In addition to the total amount of Green Infrastructure available, its mix and layout are significant as these can influence the character it gives to the site, its quality and usability.

6.9.8. The proposed GI is made up of retained and proposed trees, structural planting and hedgerows, wetland meadows, species rich grassland and public open space. The public open space will also contain a mix of potential types including greens, play areas, wildlife buffers and corridors and bridleway loops.

6.9.9 The principle proposed is that existing significant trees, hedgerows, ponds and ditches will be maintained where possible and mitigated for appropriately where retention is not possible. If managed carefully this should provide a balanced mix of mature and new green infrastructure

### **Treatment of Edge of Site**

6.9.10. All proposals including the current one maintain a green edge to the whole of the site. This will only be interrupted at the access points to the east, north and west of the site. Due to the necessity for a permeable access strategy for the site this would be the case for all the proposals that have been put forward.

### **Green Corridors and Linkages**

6.9.11. The 2010 development brief emphasised the need for green corridors/linkages across the site. The layout of green corridors in both the March 2017 proposals and the current proposals provide an enhanced network across the central area of the site compared to the 2010 Masterplan proposals.

6.9.12. The current proposals link all of the retained ponds on site by introducing an east /west link and by enhancing the north/south link from the top of the site down to Paradise Park

## **6.10 Treatment of Paradise Park**

6.10.1. Both the March 2017 proposals and the current proposals maintain more of the area of Paradise Park than other iterations including the 2010 Masterplan. There is no longer any

residential development proposed in the Park and the Local Centre has now been re-positioned and takes up less land in the Park than in 2010.

6.10.2. Previous versions of the Plan have shown an area of Paradise Park being developed into allotments. This is no longer shown in the proposed parameters Masterplan. This is for 2 reasons, firstly the current proposals have no impact on the existing allotments. Earlier work looking at the option of having one of the access points into the site go through the allotments has now been ruled out as undeliverable. There will therefore be no need for an alternative allotment site or mitigation for impact on the allotments. Secondly possible improvements and facilities including the potential for additional allotments to be provided within Paradise Park will be considered in due course. These are referenced within the Vision and Design Code and can be considered as more detailed plans are developed. At this stage the Masterplan is primarily seeking to establish the extent of the parklands which are to remain as open space.

### **6.11 Impact of Proposed Access Points.**

6.11.1. The proposed access points to the site will cut through areas of existing green space. The proposed northern and western access points lie within an allocated Green Corridor and area of Green Infrastructure. However as green corridors are proposed across the site and linking from the west and the north and through into Paradise Park the overall integrity of the Green Corridor in this area will remain in a re-configured layout.

6.11.2. Appropriate landscaping and screening will be included in the access layouts and as part of the "quiet lane" concept.

6.11.3 Given the requirement by the Highway Authority for a permeable access strategy for the site and the proposed mitigation in terms of landscaping and the creation of green corridors across the site; the impact of the proposed access points on green infrastructure is considered to be reasonable.

### **6.12 Public Open Space Strategy**

6.12.1 The majority of Green Infrastructure on the site will provide usable open space throughout the development and will include:

- A series of green bridleway/cycle/pedestrian linkages.
- Connected to these linkages a series of ponds with associated village green type areas providing local open spaces for recreation and leisure use.
- Areas of public realm.
- Enhancements to Paradise Park- which is and will remain in the ownership of South Ribble Borough Council. Potential enhancements are suggested including play areas, recreational facilities and possible additional allotments if considered appropriate. The details can be informed by liaison with the community.

6.12.2 Concern has again been raised about development within the Green Open Space. Again this concern is acknowledged, however, the revised Masterplan demonstrates less encroachment on Paradise Park than envisaged by the Development Brief and includes a looping bridleway around the interior of the site for use by riders, cyclists and pedestrians.

### **6.13. Design Code**

6.13.1. The adopted development brief in 2010 identified that the proposal should have a common design theme, creating identity and distinctiveness of place and a high quality public realm. To encourage such an approach consideration needs to be given to landmark buildings at prominent locations to emphasise the sense of place and legibility and to encourage a high standard for the development as a whole.

6.13.2. The applicant seeks to regenerate the Masterplan site to create a high quality mixed use community to be known as “Doll Lane”. The updated Masterplan is accompanied by Part 1: Masterplan Vision and Part 2: Spatial Design Code. The Spatial Design Code provides guidance regarding scale, appearance, layout, landscape and accessibility. A two stage process is envisaged with Stage One providing the overarching principles for the scheme and Stage Two provides for Character Area Codes for the residential development. Nine character areas governed by existing boundaries and site features have been defined.

6.13.3. Policy C2 of the South Ribble Local Plan requires an infrastructure delivery schedule and an agreed design Code. The Spatial Design Code that forms part of the documents of the Masterplan acknowledges that the detailed design, and proposed materials would come forward at the planning application stage for each character area. Such an approach provides for a sense of individuality and the opportunity to uniquely define each area. Thereby, supporting and encouraging strong place making and attractive residential environments. This approach also provides for a level of flexibility in terms of the delivery and viability of the site.

6.13.4. The quality of the design would be further endorsed through the commitment to ensure that each application is accompanied by a Building for Life 12 (BfL 12) assessment- which is an industry standard endorsed by Government for well-designed homes and neighbourhoods.

6.13.5. Concern has previously been expressed about density and the massing. It is acknowledged that in design terms it is important to ensure that at key focal points for example at corners and junctions, the built form in terms of scale and height would reflect these prominent locations. The detail for these aspects would be considered as part of the formal planning application process.

6.13.6. To conclude this aspect, it is acknowledged that Design Codes can take many forms with regard to the level of detail. The Council has to balance the competing needs of agreeing a level of detail that provides certainty against the need to enable flexibility to ensure that the site comes forward for development. The two stage approach adopted by the applicant in the Spatial Design Codes provides for this scenario.

## **6.14 Infrastructure and Phasing:**

6.14.1 At Masterplan stage the proposed infrastructure and phasing remains indicative. Detailed infrastructure and phasing proposals will be agreed through the planning application process on the basis of detailed assessments including the Transport Assessment, drainage and other infrastructure and viability.

## **6.15. Community Infrastructure Levy (CIL):**

6.15.1 The site is part of the Preston, South Ribble and Lancashire City Deal. A CIL charging authority is expected to publish a list of infrastructure that it intends will benefit from the collection of CIL. Any CIL monies collected as part of the scheme would be prioritised as part of the City Deal Programme with reference to the projects within the CIL 123 list.

## **6.16. Other Matters**

### **6.16.1 Further consultation**

6.16.2 Following the Planning Committee meeting of 22 March, and in response to the resolution of Committee members at that meeting, Property Capital committed to undertake a further period of public consultation on a revised Masterplan.

6.16.3 The consultation consisted of the following:

- Starting on 30 May and closing on 27 June, a total of four weeks;
- Issuing an information letter to around 6,500 homes and businesses around the site;
- A community information line and email address, details of which were included in the letter to residents, allowing residents to contact the project team directly;
- An updated website including all information made available at the exhibition, with details of the website included in the residents' letter;
- A sequence of meetings and discussions with representatives of the Midge Hall community group formed in response to the Masterplan;
- A public exhibition event held on 2 June at SRBC offices.

6.16.4 The applicant has provided the following information in terms of response rates and methods of communication:

- 145 signed in at the exhibition
- 59 feedback forms received at the exhibition
- 11 feedback responses received subsequently by Property Capital
- 18 completed feedback forms online
- 16 further emails
- 2 telephone calls
- Of 88 feedback forms completed through all methods, 54 support Option 2 (61%)

6.16.5 In response to the evolution of Option 2 of the proposed access strategy, the applicant undertook a further consultation exercise (Consultation 3) on Option 2a. With regard to the details of the Option 2a these are set out in Section 6.4 Access Strategy.

6.16.6. The applicant has provided the following information in terms of response rates and methods of communication. In respect of the extended consultation period regarding access strategy 2A, letters were sent to almost 6,500 addresses and 75 responses were received in total, representing feedback of around 1%. 47 pro forma letters were submitted, which expressed overall support for Option 2A, as well as the position of the Midge Hall Community Group. One individual has outright objected to Option 2A. In addition, residents maintained objections to other elements of the scheme.

## **6.17 CONCLUSION**

6.17.1 The adoption of the submitted Masterplan would provide for the submission and determination of future planning applications in relation to site "FF" and would guide and inform any future decisions. On that basis, careful consideration needs to be given to the current plans before you.

6.17.2 This site has been identified as one of only three major development sites within South Ribble and is a key site within the Preston, South Ribble and Lancashire City Deal. As such the site provides the opportunity to achieve a comprehensive development with both residential, community facilities and employment uses. Within the supporting text of the Local Plan there is a strong narrative which identifies the site as making a significant contribution to economic growth. This aspect is further supported by recent employment studies and the strong commercial performance of the area.

6.17.3 Local Plan Policy C2 does not specify the amount of employment land, or community facilities. The proposed Masterplan does provide a mix of housing, some employment and

community facilities. LCC Highways has not raised any concerns about the principle of the access points or the internal layout as proposed by the Parameters Masterplan. Furthermore, Central Government has provided clear messages that the provision of housing is the cornerstone to economic recovery and as such the revised Parameters Masterplan reflects this aspect.

16.17.4 That the Committee adopts the submitted Parameters Masterplan, Vision Statement, and Spatial Design Code relating to the Moss Side Test Track for development management purposes

## 7. WIDER IMPLICATIONS AND BACKGROUND DOCUMENTATION

### 7.1 Comments of the Statutory Finance Officer

The proposed development would make a significant contribution to the delivery of City Deal aspirations- through the contributions from the Community Infrastructure Levy, New Homes Bonus, Section 106 requirements and Business Rates.

### 7.2 Comments of the Monitoring Officer

A Masterplan for this site is required in accordance with the provisions of the Local Plan - Policy C2. The Masterplan is required to provide for the comprehensive development of the site. Any future planning applications for the site will be determined in the context of any agreed Masterplan.

<p><b>Other implications:</b></p> <ul style="list-style-type: none"> <li>• <b>Risk</b></li> <li>• <b>Equality</b></li> <li>• <b>HR</b></li> </ul>	<ul style="list-style-type: none"> <li>• The site is part of the Lancashire, Preston and South Ribble City Deal and a Masterplan is required before the site can be progressed. Any delay would impact upon the delivery of the City Deal.</li> <li>• There are no adverse impacts on equality issues</li> <li>• There are no HR implications</li> </ul>

## 8. BACKGROUND DOCUMENTS

8.1 Copies of the draft revised Masterplan and supporting information will be available in the Members Resource Room and also displayed for Members and the public to view at the Planning Committee meeting. They are also located on the Council website. The Background documents include:

- Doll Lane at Leyland Part 1 Masterplan Vision
- Doll Lane at Leyland Part 2 Spatial Design Code
- Item 6 “South Ribble Local Plan Site FF Masterplan, Moss Side Test Track, Leyland” of the meeting of Planning Committee on 22 March 2017.

- 8.2 The Parameter Master Plan is attached at the back of the report as Appendix A. This is considered to be the key diagram for discussion.
- 8.3 A dedicated page: <https://www.southribble.gov.uk/testtrack> on the Council's web site will provide the background papers.
- 8.4 A separate procedure will apply for this item only, to allow more time for discussion.

## Appendix A: Test Track Parameters Masterplan.

