

REPORT TO	ON
Planning Committee	17 <sup>th</sup> September 2020



TITLE	REPORT OF
Pickering's Farm Masterplan, Penwortham	Director of Planning and Property

Is this report confidential?	No
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## PURPOSE OF THE REPORT

1. The purpose of the report is to provide the opportunity for Planning Committee to consider the masterplan for the Pickering's Farm Site (Policy C1 in the Local Plan).
2. A Masterplan Document dated December 2019 was submitted in January 2020 by Taylor Wimpey and Homes England (The Developers) for the site known as Pickering's Farm, Penwortham. The Pickering's Farm site is allocated in the South Ribble Local Plan under Policy C1 for a range of land uses including residential, employment and commercial uses together with Green Infrastructure and community facilities. Policy C1 requires that a Masterplan for the comprehensive development of the site is agreed together with a phasing and infrastructure delivery schedule and a programme of implementation and design code.
3. The submitted Masterplan provides the broad principles of the development of this site and the Developers seek its adoption for development management purposes. It is accompanied by an Infrastructure Delivery Schedule and a Design Code, as per the requirements of Policy C1.

## 4. RECOMMENDATIONS

5. It is recommended that the Planning Committee do not endorse the Pickering's Farm Masterplan, Design Code and Infrastructure Delivery Schedule as submitted by Taylor Wimpey and Homes England.
6. It is further recommended that consideration of the Masterplan, Design Code and Infrastructure Delivery Schedule be deferred in order that the Developers can address the following concerns:
  - Local Highway Authority with the aim of addressing the matters highlighted in their consultation response
  - Network Rail to address the use of the Bee Lane and Flag Lane railway bridges
  - Highways England to address issues of the impact on the Strategic Road Network
  - The building heights parameters plan and the wide spread of 3 and 4 storey buildings
  - To provide certainty with regard to deliverability especially with regard to key infrastructure such as highways, sustainable access, education, community facilities, sports provision and affordable housing
  - Any other concerns identified by the Planning Committee at the meeting.

7. Furthermore, it is requested that the Planning Committee provide clear expectations of what they would like to see in any amended Masterplan, Design Code and Infrastructure Delivery Schedule.

**8. EXECUTIVE SUMMARY**

9. Policy C1 in the South Ribble Local Plan allocates the Pickering’s Farm site for residential-led development subject to a Masterplan being agreed for the comprehensive development of the site and include the safeguarded land which extends to Coote Lane. The Masterplan should be accompanied by a phasing and infrastructure delivery schedule and programme of implementation together with a design code.

10. These documents were submitted in January 2020 along with two planning applications, one in full for the Cross Borough Link Road, planning reference 07/2020/00014/FUL and an outline application for land within the Developers control for 1100 dwellings, planning reference 07/2020/00015/ORM.

11. On consideration of the Masterplan and accompanying documents, a number of issues were raised by officers and consultees such as the suitability of the proposed Cross Brough Link Road and particularly its access onto Leyland Road via Bee Lane; the suitability of using the existing Railway Bridge; the provision of a link to the Kingsfold area; the relationship to existing properties within the site; the provision of Affordable Housing; the location and suitability of the Public Open Space (POS); the location of the school site; the provision of Community Facilities; the location of the Village Green and the scale of the development. Following a number of meetings and discussions, revised Masterplan documents were submitted on 10th August 2020. A consultation with residents and consultees then took place which resulted in a further 101 representations being received. These are summarised at Appendix I.

12. The purpose of this report is to advise Members on the latest position regarding the Masterplan and highlight the many issues that have been raised. Officers recommend that the Planning Committee consider the Masterplan, Design Code and Infrastructure Delivery Schedule and highlight any areas of concern they have in order to provide officers with their clear view on the Masterplan. The decision then be deferred in order that the Developers may take on board Planning Committees recommendations and further engage with the Local Planning Authority; Local Highway Authority with the aim of addressing the matters highlighted in their consultation response; Network Rail to address the use of the Bee Lane and Flag Lane railway bridges and Highways England to address issues of the impact on the Strategic Road Network.

**13. CORPORATE PRIORITIES**

14. The report relates to the following corporate priorities:

Excellence, Investment and Financial Sustainability	
Health, Wellbeing and Safety	✓
Place, Homes and Environment	✓

Projects relating to People in the Corporate Plan:

Our People and Communities	
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**15. BACKGROUND TO THE REPORT**

16. The Pickering's Farm site is allocated in the South Ribble Local Plan, Policy C1: Pickering's Farm, Penwortham. Policy C1 requires that a Masterplan be agreed for the comprehensive development of the site. The Masterplan must include the Pickering's Farm site and also the land to the south, extending to Coote Lane which is Safeguarded for future development under Policy G3. Additionally, Policy A2 in the Local Plan requires that a road be constructed through the major development site at Pickering's Farm, (this is shown diagrammatically on the Policies Map – see Appendix A). In the interests of clarity, the relevant policies are set out in full below:

17. **Policy A2: Cross Borough Link Road (Development Link Road)**

*Land will be protected from physical development for the delivery of the Cross Borough Link Road. The Cross Borough Link Road comprises:*

- a) *A road to be constructed from Carrwood Road to The Cawsey, as shown on the Policies Map.*
- b) *A road to be constructed through the major development site at Pickering's Farm as shown diagrammatically on the Policies Map.*

18. **Policy C1: Pickering's Farm, Penwortham**

*Planning permission will only be granted for the development of the Pickering's Farm site subject to the submission of:*

- a) *an agreed Masterplan for the comprehensive development of the site. The Masterplan must include the wider area of the Pickering's Farm site which includes the safeguarded land which extends to Coote Lane as shown on the Policies Map, and make provision for a range of land uses 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*

19. A draft Masterplan was produced by the Developers and submitted to the Council in September 2018. Planning Committee endorsed the draft Masterplan for consultation at its meeting in November 2018. The Developers carried out extensive consultation with the local community, statutory organisations and stakeholder on the draft version between November 2018 and January 2019. Following the consultation amendments were made to the Masterplan.

20. The Developers submitted the 'final' Masterplan in January 2020 which they were seeking to be adopted for development management purposes. The Masterplan comprises a suite of three documents which are made up of the following:

- i) The Masterplan;
- ii) The Design Code; and
- iii) The Infrastructure Delivery Schedule.

21. However, since submission of the 'final' Masterplan in January, further amendments have been made following discussions with both officers at this Council and Lancashire County Council and with reference to comments received from consultees and residents. A number of serious concerns were raised, namely the suitability of the Cross Borough Link Road and particularly its junction with Bee Lane; the suitability of the Railway Bridge and junction with Leyland Road; traffic dispersal; and also issues such as the location of school site and removal of an existing orchard. The Developers have attempted to overcome these

concerns with the updated version of the Masterplan submitted in August 2020. The Illustrative Masterplan is included as Appendix B.

22. When the Masterplan is adopted by the Planning Committee, it will be used for Development Management purposes to guide development on the site and would be a material consideration in the determination of planning applications. Therefore, it is crucial that the Masterplan ensures the delivery of essential infrastructure and local services to enable the comprehensive development of the site.
23. At the same time as submitting the original masterplan, the Developers also submitted an outline planning application on land within their control and land they have an option on, with all matters reserved apart from access for a residential development of up to 1100 dwellings (C2 and C3), a local centre including retail, employment and community uses (A1, A2, A3, A4, B1 and D1), a primary school (D1), a community building (D2) to be used as an employment and skills centre (D1), green infrastructure, large extent of cross borough link road extension on land controlled by Developers and associated infrastructure following demolition of existing buildings.
24. Additionally, a full planning application was submitted for the proposed cross borough link road connecting the A582 Penwortham Way and the B5254 Leyland Road. To satisfy the requirements of Policy C1, these two planning applications, which are also subject to an Environmental Impact Assessment, can only be determined once the Masterplan has been adopted for Development Management purposes, as per the requirements of Policy C1.
25. Following discussion with SRBC Planning Officers and LCC Highway Officers and with reference to consultee comments and representations by residents, a number of amendments have been made to the Masterplan and an updated version was submitted on 10<sup>th</sup> August 2020. Following further round of consultation carried out with residents and consultees, the Masterplan is brought before planning committee for Members to consider its content and with a view to adopting it for development management purposes.
26. Additionally, following an incident where trees and hedgerow were lawfully removed to form an access into a field for site investigation works, a Tree Preservation Order has been placed on all Category A and B trees within the Pickering's Farm site to safeguard against any further loss of trees.

## 27. PROPOSALS

28. The Masterplan comprises a suite of three documents; i) The Masterplan; ii) The Design Code; and iii) The Infrastructure Delivery Schedule. A description of each document and the chapters within them together with a brief officer comment are as follows:

### i) Masterplan

29. The Masterplan sets out the vision for the Pickering's Farm site and the broad principles to guide future development of the site. The Masterplan is set out in chapters and a short summary of each chapter is provided with a brief officer view on the contents of each chapter. The chapters within the Masterplan include: Executive Summary; Introduction; The Site; Planning Policy Context; Community Consultation; Vision for the Site; Access and Movement; Environmental and Site Considerations; Physical and Social; Infrastructure Requirements; Development Parameters.
30. **Executive Summary** - This chapter provides a summary of the Masterplan document and how it will guide the future comprehensive redevelopment of the site, including the land allocated for Major Development and the land Safeguarded for Future Development at Coote Lane. The summary gives a brief overview of the background, a description of the site, the

policy position, community consultation carried out, the range of environmental considerations, technical assessments undertaken, a summary of the findings of the specialist technical assessments covering highways, landscape, ecology, flood risk, noise, air quality, ground conditions, utilities and heritage and archaeology.

31. The Masterplan proposes a residential led mixed use development, as follows:
  - Residential – comprising a mix of detached, semi-detached, mews and apartment properties ranging from 1 - 5 bedroomed dwellings in size.
  - Local Centre – to contain a range of services and facilities and could include a new foodstore, offices, community uses as well as a range of other services and facilities for example a pharmacy, gym, veterinary surgery, dry cleaners and hairdressers.
  - Employment Development – provision for the inclusion of office development to be located within the new local centre.
  - Education Facilities - A new two form entry primary school is proposed as part of the Masterplan.
32. Initially, in the January 2020 version of the Masterplan, an Apprenticeship and Skills Centre with the potential to become a new Community Centre was proposed but this was removed from the amended Masterplan following comments from Penwortham Town Council whose preferred option was for improvement works to the existing centre.
33. Green Infrastructure - provided across the site and will have differing forms, functions and uses and will be connected by the extensive network of green links across the site. On site green infrastructure provision could include amenity green space, equipped play areas, natural / semi natural open space, playing fields and allotment provision.
34. Cross Borough Link Road - In accordance with Policy A2 of the South Ribble Local Plan, the Masterplan also proposes the Cross Borough Link Road extension linking Penwortham Way with Leyland Road
35. Site Access - The primary vehicular access to the site will be via a signal controlled junction from the A582 Penwortham Way. Secondary vehicular access to the site will be provided via a connection towards the north-eastern corner of the site from Bee Lane, from Flag Lane to the east of the site and Chain House Lane to the south.
36. A series of Development Parameters have been designed to establish a framework for the future redevelopment of the site. The Development Parameters are reflected in the Masterplan and include Scale of development; Design; Site access and road hierarchy; Landscaping planting; and Green Infrastructure.
37. **Illustrative Masterplan** - In general, the updated illustrative Masterplan (Appendix B) specifically highlights 15 key areas, as follows:
  1. New Primary School
  2. Public Transport, Pedestrian and Cycle Link to Kingsfold
  3. Entrance Gateway – A new route from Penwortham Way direct to the heart of the new community.
  4. Area to manage and contain existing surface water.
  5. New local facilities including, employment and community uses
  6. New Cross Borough Link Road Bridge.
  7. Sustainable Urban Drainage
  8. Cross Borough Link Road (CBLR)
  9. 3G Pitch
  10. Limited highways access onto Chainhouse Lane

11. Children's Play Areas
  12. Parking and drop off for school
  13. Extension to existing Community Centre
  14. The Village Green
  15. Retention of Orchard and / or land for future residential development if the Orchard (or part thereof) is replaced within the Masterplan
38. The illustrative Masterplan also identifies the existing lanes within the site - A. Bee Lane; B. Lord's Lane; C. Nib Lane; D. Moss Lane; E. Flag Lane
39. Officers Comments
- *The Masterplan provides for an alternative location for the New Primary School. The previous location was considered inappropriate as it was a divided site with the building being separated from the playing fields and in a flood attenuation area. The location of the school now appears to overcome the issues originally raised by LCC Education.*
  - *The Masterplan provides a Public Transport, Pedestrian and Cycle Link to Kingsfold. This is a requirement of LCC Highways to promote sustainability. However, Penwortham Town Council has raised the issues with the link dissecting the Community Centre from its car park due to safety issues as the majority of users of the centre are elderly or parents with children and also consider it will become a 'rat run' in and out of the development.*
  - *A new Entrance Gateway route from Penwortham Way direct to the heart of the new community. This refers to the access off the A582 and there is no issue with the provision of a Gateway to the site, providing the access is to LCC Highways standards.*
  - *To the north of site is an area to manage and contain existing surface water. This is considered an appropriate location and provides a buffer to the existing Kingsfold area and sits alongside the Kingsfold Playing Fields and the community centre.*
  - *The identified new local facilities including, employment and community uses are welcome and provide an opportunity for a mix of uses, both service and retail.*
  - *The New Cross Borough Link Road Bridge is welcome and provides a more appropriate link rather than the previously proposed contrived link. It is a more direct access to the existing roundabout junction. However, it must be noted that it has not yet been established who will deliver this bridge or at what stage of the development it will be delivered.*
  - *Sustainable Urban Drainage proposed to the boundary with the A582 is considered acceptable and provides a strong green frontage to the A582 and feeds into the open space running along the Pylon corridor.*
  - *Cross Borough Link Road (CBLR) is provided as a spine road running through the site linking the A582 to Leyland Road. LCC Highways have highlighted that a significant proportion of the Masterplan site could be developed in advance of the Full CBLR and also in advance of the appropriate level of detailed design to ensure that the land necessary to deliver and construct the CBLR is understood and protected from development.*
  - *3G Pitch – reference to the 3G pitch has now been removed and replaced with reference to 'sport facilities' instead. This is due to issues with Sport England and the lack of evidence supporting the provision of a 3G pitch in this location.*

- *The limited highways access onto Chainhouse Lane – Officers would question this and need a highway view on what ‘limited highway access’ is acceptable.*
  - *Children’s Play Areas are considered to be well placed and well related to other community provision*
  - *The parking and drop off area for the school is welcome and addresses concerns previously raised.*
  - *Extension to existing Community Centre is included as Policy 6 within the Penwortham Town Neighbourhood Development Plan*
  - *The Village Green is well located, centrally within the site, close to other amenities, play area, POS, local centre*
  - *Retention of Orchard and / or land for future residential development if the Orchard (or part thereof) is replaced within the Masterplan. It is considered that the existing Orchard site is well located to village green and is central within the site. It is officers view that this should not be left open-ended though and the Masterplan needs to be more specific. The preference would be to retain this existing Orchard and enhance it rather than create a new one.*
40. **Chapter 1: Introduction** - Sets out the background to the Masterplan and how it has evolved through discussions with SRBC, stakeholders, and public consultation events and provides a brief outline of the Developers, Taylor Wimpey and Homes England.
41. *Officers Comments* - *It is officers view that this is a reasonably accurate reflection of the evolution of the Masterplan and there are no issues with what this chapter includes.*
42. **Chapter 2: The Site** - Provides a description of the Masterplan site and the context in which it is set. The chapter advises that the Masterplan site extends to 99.78 hectares and is bound by Chain House Lane/Coote Lane to the south; Penwortham Way to the west; Kingsfold to the north and Lostock Hall to the east. It also identifies that the site is occupied by a number of properties in private ownership on Bee Lane, Flag Lane, Lords Lane, Moss Lane and Nib Lane with further properties accessed directly from Chain House Lane and Coote Lane to the south.
43. This chapter then also provides a description of the wider area, the transport network corridors/links, transport modes, surrounding towns and shopping areas and distances to local services and amenities, pedestrian and cycle routes, sustainability and how development will build on these to provide a sustainable development, outlining access by sustainable modes. It also refers to Minor interventions and Strategic interventions that will be required.
44. *Officers Comments* - *The description of the site and its surrounding area is generally considered to be an accurate reflection and gives a fair overall picture of the site and the context in which it is located and officers have little issue with this chapter.*
45. **Chapter 3: Planning Policy Context** – Describes the planning policies relevant to the site, contained within The Central Lancashire Core Strategy and The South Ribble Local Plan and gives a description of each. It considers the relevant polices are Local Plan Policy C1; Policy D1; and Policy A2

46. It also identifies the Penwortham Town Neighbourhood Plan which defines the community's vision and aspirations for the town of Penwortham and future development and growth. Within this document it considers the relevant policies to be Policy 2 (Requirements for New Large Scale Residential Development); Policy 3 (Range of Residential Property); Policy 4 (Types of Residential Property); Policy 5 (New Sporting Facilities); Policy 6 (Penwortham Community Centre) and Policy 8 (Penwortham Cycle and Walking Route),
47. The chapter references City Deal, the Government's initiative of targeting economic growth in key cities across the country, and the Central Lancashire Highways and Transport Masterplan (CLHTM) which represents Lancashire County Council's priorities for future investment in highways and transport across central Lancashire. The two identified highway schemes relating to this site are the A582 South Ribble Western Distributor Dualling Scheme and the completion of Penwortham Bypass which has recently been completed.
48. *Officers Comments* - *Officers considered that this chapter captures the most relevant planning policies relating to the site. However, there are a number of other policy considerations that are relevant to this Masterplan and any development of this site will need to be in accordance with going forward to planning application stage.*
49. **Chapter 4: Community Consultation** - To prepare the Masterplan, the Developers carried out extensive consultation on both the vision for the site and a draft version of the Masterplan. The Masterplan document provides details of the consultation undertaken and the feedback received and how the final Masterplan has evolved in line with some of the feedback.
50. The Community Consultation is discussed in more details in the '**CONSULTATION CARRIED OUT AND OUTCOME OF CONSULTATION**' section of this report with Appendix D providing a summary of the representations received and Appendix G providing a summary of representations received from the consultation on the updated version submitted in August 2020.
51. *Officers Comments* - *In general, it is considered that the consultation for the various stages of the Masterplan is in line with the Council's Statement of Community Involvement December 2013 and has been appropriate and proportionate.*
52. **Chapter 5: Vision for the Site** - The Masterplan advises that the vision is "for a new place routed in the existing context. This new neighbourhood must be a well-connected place that encourages activity. It needs to be both a place to settle down for now, and a place for the next generation".
53. The Masterplan alludes to taking inspiration from the Garden Village Principles with well-defined public and private spaces; a range of new community facilities and services; new allotment; local centre and with strong connections to areas outside the site boundaries to allow for engagement with other local centres and services.
54. *Officers Comments* - *Officers welcome the use of Garden Village Principles but initially considered the Masterplan fell short on a number of points. However, the updated Masterplan has addressed concerns regarding the separation distances and property buffers with the inclusion of additional text and plans. However, in respect of the building heights, it must be recognised that separations distances would need to be greater for properties over two storey.*
55. Overall officers are satisfied and consider the vision is in accordance with the requirements of Local Plan Policy C1 which, at paragraph 6.13 'To ensure this site is sustainable, community facilities (including a nursery and primary education provision), a small local centre and health care provision will need to be included within the infrastructure delivery

*schedule and provided through developer contributions. Green Infrastructure 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 and wider urban area and provide a buffer to adjoining communities.'*

56. **Chapter 6: Access and Movement** - In this section, the Masterplan refers to Lancashire County Council's proposals for the A582 Penwortham Way and how the main site access to the development will fit with these proposals. It includes access proposals from both the existing single lane A582 and also the proposed Penwortham Way dualling scheme. It also sets out proposals for the Bee Lane access, with both short and long-term options for access onto Leyland Road. The chapter also references pedestrian and cycle access; inclusive access; access to existing properties; internal access; street hierarchy; improvements to the Local Highway Network; and Public Transport Opportunities.
57. The updated Masterplan includes additional text in this section to reflect highways discussions with both LCC Highways and Network Rail. It now includes the following;
- Short term and long term vehicular access options connecting to Leyland Road in the north eastern corner of the site. The short term option is a priority 'T' junction arrangement connecting the CBLR extension to Bee Lane utilising the existing Bee Lane bridge to connect to Leyland Road. The short term access option will be restricted to use by existing properties on the site and 40-50 new dwellings. The long term option is a new bridge over the West Coast Mainline connecting the CBLR extension with Leyland Road;
  - An indicative access option for the Kingsfold Drive link is shown in the Masterplan document and the Kingsfold Drive Link is also shown on the revised Masterplan (page 33);
  - Potential Travel Plan measures are now included within the revised Access and Movement section (Section 6) of the Masterplan document and in the IDS;
58. Additionally, a Highways Technical Study has been included in the Masterplan as Appendix C.
59. *Officers Comments – Lancashire County Council Highways have provided a number of comments on the Masterplan and these are set out in Appendix J. In summary, LCC Highways consider that there is a need to understand what the implications of 'short term' and 'long term' are, particularly as 'short term' could in fact be 10-15 years.*
60. **Chapter 7: Environmental and Site Considerations** - Describes the environmental considerations of the site and provides a summary of the findings of the technical assessments undertaken during the preparation of the Masterplan. This section covers the following topic areas: Ecology; Trees; Utilities; Noise Impacts; Air Quality; Heritage and Archaeology; Flood Risk and Drainage; Ground Conditions and Topography; Pylon Corridor; Landscape Resource and a Hierarchy of Green Spaces. The technical assessments conclude that once conventional mitigation measures have been implementation no constraints have been identified which preclude the future development of the site.
61. *Officers Comments - Relevant Consultees have been consulted on the Masterplan at each of its 3 stages. As a result of comments received, this updated Masterplan provides Technical Statements as appendices on Ecology (Masterplan Appendix D), flood risk and drainage (Masterplan Appendix E), and landscape (Masterplan Appendix F). The additional details are welcome and comments received from the relevant consultees on these Technical Statement are include in Appendix J.*

62. *In respect of Environmental and Site considerations, Local Plan Chapter G includes a number of policies which the Masterplan needs to comply with together with Core Strategy policies specific to water management and, in general, it is considered the Masterplan addresses the requirements of the relevant policies in that it provides amenity green space, equipped play areas, natural / semi natural open space, allotments and new sports facilities on land adjacent to the existing Penwortham Community Centre. Additionally, the existing orchards to the west of Lords Lane and south of Nib Lane and west of Moss Lane are proposed for either retention or replacement, with officers preference being retention.*
63. **Chapter 8: Physical and Social Infrastructure Requirements** - Summarises the type and extent of the physical and social infrastructure which is required as part of the site's development. The section includes narrative on the Cross Borough Link Road Extension; local highway network improvements; public transport improvements; footpaths, cycleways and bridleways; green infrastructure and public open space; affordable housing; local centre; education facilities; and the drainage network, including Sustainable Urban Drainage Systems (SUDS)
64. Officers Comments - *Cross-Borough Link Road Extension - The CBLR junction with Bee Lane and onward to Leyland Road has been amended since the January 2020 version but LCC Highways have issues and confirm they would not support connection of the CBLR to Bee Lane.*
65. *Local Highway Network Improvements – LCC Highways confirm that the network as presented does not reflect the congestion and delay experienced on a daily basis (Pre Covid19) by regular and familiar users of the network. The validation of Base Models is not accepted. Discussions are ongoing in regard to this point and the applicant has indicated they will be carrying out further work to address concerns.*
66. *Public transport improvements – LCC Highways advise that the impact of increased vehicular movements on sustainable movements will need to be evaluated and will require appropriate mitigation measures from first occupation of the site to ensure safe access routes to the primary public transport corridor on Leyland Road and wider local amenities.*
67. *Footpaths, cycleways and bridleways - It is for the Masterplan to establish the principles of how this site can be brought forward in the most sustainable way, ensuring that the proposals do not result in a car dominated / car dependant development.*
68. *Green Infrastructure/POS - The Masterplan is considered to accord with the relevant Local Plan policies in respect of Green Infrastructure provision*
69. *Affordable Housing – this will need to be policy compliant, ie 30% affordable homes*
70. *Local Centre – the location of the local centre has changed since the January 2020 Masterplan and is considered to be an improvement and more accessible than the previous location.*
71. *Education Facilities - the school site location has changed since the January 2020 version of the Masterplan and is more in line with LCC Education's requirements.*
72. *Drainage Network, including Sustainable Urban Drainage Systems (SUDS) -*
73. **Chapter 9: Development Parameters** - The Masterplan provides a series of Development Parameters for the following topic areas: Mix of uses; Scale of development; Design; Site access and Road Hierarchy; Landscaping planting; and Green Infrastructure. An

Infrastructure Delivery Schedule linked to the phases of development has also been submitted (see (iii) below).

74. The mix of uses includes a new Local Centre which in turn includes the provision of office development in order to satisfy the 'employment' requirement for the site. A new two form entry primary school and a temporary apprenticeship and skills programme are also proposed to ensure good place-making is achieved throughout the site.
75. The scale of development is up to 4-storey with 2-storey in closer proximity to existing residential properties. Chapter 9 advises that the majority of the proposed housing will be of traditional scale ranging from 2 - 3 storeys in height, with taller 4 storey properties proposed in key locations to promote good urban design and to achieve a high quality place making and apartments will be proposed in certain locations which could be up to 4-storeys in height.
76. In terms of densities, this Chapter advises that varying densities of development will be applied across the site. A series of Character Areas have been established, each with its own identity and with varying scale and densities ranging from low, medium to higher densities depending on the location. These Character Areas are identified and Bee Lane East; Bee Lane West; Penwortham Edge; The Heart of the Lanes and The Urban Edge
77. Chapter 9 provides a Public Open Space plan to demonstrate the amount of each typology of POS. The landscape strategy provides a range of external spaces for formal and informal use.
78. The landscape and planting strategy aim is to "*aid the creation of distinctive, memorable places, providing for 'doorstep to countryside' experiences*" and is designed to "*improve the health and wellbeing of residents, the creation of a sustainable community and supporting biodiversity net gains.*"
79. Extensive green infrastructure will be provided across the site in accordance with the requirements of the Central Lancashire Open Space and Playing Pitch Supplementary Planning Document. The green infrastructure will have differing forms, functions and uses and will be connected by a network of green links across the site. The green infrastructure provision will include amenity green space, equipped play areas, natural/semi natural open space, playing fields and allotment provision. Off site, new sports facilities will be provided land adjacent to the Penwortham Community Centre, which itself will be extended to provide additional community facilities.
80. The road hierarchy will comprise of a primary spine road with signalised access junction on Penwortham Way and will link to Leyland Road. A shared or segregated footway/cycleway of 3m to 3.5m wide will be provided along the main spine road through the site. Residential access roads will link into the spine road and private drive roads will be used for cul-de-sacs and roads serving a limited number of dwellings.
81. The proposed Quiet Lanes will retain the existing lanes within the site and the internal layout of the site will be designed to provide a safe environment for pedestrians and cyclists with clearly defined walkways, crossing points and traffic calming features where appropriate.
82. Officers Comments – *In general there are no issues with the proposals for the mix of uses or with the design and scale of development within the character areas.*
83. *In terms of the site accesses and road hierarchy, LCC Highways have a number of issues and continue to work with the Developers on resolving these issues. See Appendix J.*

84. *The amount of landscaping is also considered appropriate although the location of some of the green infrastructure, under the pylon corridor is not the most appropriate but recognising the amount is over and above policy requirement.*
85. **Appendices** - The updated version of the Masterplan includes a series of technical statements addressing highways; ecology; flood risk and drainage; and landscape and are included as appendices to the document.
86. (ii) **Design Code**
87. A Design Code document has also been provided as part of the Masterplan suite of documents. This document sets out the Design Codes for the site in order to allow a consistent quality and tone of development to be brought forward as different parcels of development are established. The aim is to provide clarity over what is acceptable and thereby provide a level of certainty. The guidance is about achieving minimum requirements across the Masterplan area. These codes are broken down into two sections - Site Wide Design Principles and Character Area Design Principles.
88. Site Wide Design Principles
89. This section of the document sets out 4 principles upon which the development can be further developed namely:
- Road Hierarchy and Circulation
  - Urban Form and Massing
  - Hierarchy of Green Spaces
  - Sustainability, Health and Well-being and Community
90. It establishes the CBLR as a spine from which additional roads branch. This section of road is 7.3m in width allowing for vehicles and cyclists to be segregated. The footpaths either side are set at 2m and 3m. The 3m wide pavement will include for the segregated cycleway on the northern side. This equates to having a 23.3m separation distance for opposing dwellings.
91. Primary roads will be accessed from the CBLR and will be 6.5m wide and will create clear circulation loops. These sections of road narrow slightly slowing the traffic flow but remaining accessible for vehicles and cyclists alike. Along these roads there shall be a footpath set at 2m either side. This relates to separation distances between dwellings at a minimum of 21m when the dwellings are two storey. Where dwellings are taller, this will need to be increased.
92. Secondary Roads will have a width of 5.5m to assist with traffic calming and will have a lower volume of traffic. They have a footpath either side. Due to the narrower road, wider verges or gardens will ensure the face to face distance is to be kept to minimum width of 21m face to face and 13m face to side elevation. This relates to two storey dwellings.
93. Tertiary Roads will be a shared surface treatment found in very local situations creating small communities. Here the shared surface combines the road, footpath and cycle path with no kerb.
94. In terms of urban form and massing, the aim is to animate the street through measures such as street vistas; turning corners; positioning of dwellings; light and private space; garage locations; passive surveillance; parks and roads; variety of massing and housing types and a strong vehicular hierarchy.

95. Particularly, it indicates that each area should have a variety of house types and house sizes. They should all adhere to a similar palette as set out in the character areas section, heights should be in accordance with the Height Parameters set out in the Masterplan Document.
96. It is anticipated that each neighbourhood will have a full range of dwelling sizes from 2 bedroom to 5 bedroom homes. As a guide, areas of up to 60 homes should have around 8 different types. It is anticipated that there would also be a variety of detached, semi-detached and terraced dwellings intermixed within a neighbourhood.
97. *Officers View- The key points to note are that the proposals indicate 23m separation between opposing houses on the CBLR and 21m on the primary circulation. The spatial separation distances are comparable to the adopted Design Guide SPD. However, these would need to increase if dwellings are greater than two storey. The proposal for each dwelling having 50 sq m garden is also comparable. In terms of the reference to increase massing in height to add interest, this represents good design but members may have their own view on property heights. However, officers welcome the proposals for a variety of housetypes in each community setting of 60 dwellings*
98. Character Area Design Principles
99. The Design Code divides the site into five character areas: Bee Lane East; Bee Lane West; The Heart of The Lanes; The Urban Edge and The Penwortham Edge and provides a description of the characteristics of each area, as existing. It then provides a narrative of the proposals for each area and provides a description of proposals for key components such as Landscaping and Paving, including materials and colour palette; the Hierarchy of highway materials; Vegetation/Biodiversity Enhancements.
100. The Design Code has also been updated and the Character Area sections of the Design Code now refers to the mix of property types; text on Secured by Design Principles; further details of buffer zones to the A582 and text has been added to cover objectives relating to hedgerows. This is also covered within the Landscape Technical Statement which forms appendix F of the Masterplan document.
101. *Officers View – No issues with the proposals for Character Areas although some of the descriptions of the existing area is questionable, given there are few properties for the size of the area. There is nothing in the proposed materials palette for any of the area that would cause issue, fairly standard for modern dwellings.*
- 102. (iii) Infrastructure Delivery Schedule**
103. As part of the Masterplan submission, and in line with the requirement of Policy C1, an Infrastructure Delivery Schedule has been submitted. The role of the IDS is to identify the provision of key infrastructure required to ensure the comprehensive development of the Pickering's Farm site. It provides an indication of the phasing of the overall development. It also identifies the key infrastructure, its funding and delivery mechanism and indicative delivery programme.
104. The IDS sets out a number of planning mechanisms available to the County to secure the delivery of infrastructure, including planning conditions, Section 106 agreement, Section 278 agreements, Section 38 agreements and the Community Infrastructure Levy.
105. As part of the updated Masterplan submission, the IDS was also updated to include details on healthcare contributions; advises that the amount, mix, location and phasing of affordable housing will be discussed and agreed with SRBC in the lead up to and during the determination of planning applications for residential development within the site; includes commentary on how the latter phase of the site would be delivered and more information on

the delivery of the CBLR on third party land, and the railway crossing; provides further detail on which infrastructure elements will be delivered through S106, CIL, S278 and S38 agreements; and

106. A summary of the updated details in the Masterplan, Design Code and IDS are included as Appendix C to this report.

107. *Officers Comments - The IDS needs to allow a clear understanding of how and when necessary infrastructure and will need to be delivered - trigger points. It remains that the Masterplan, as presented, does not demonstrate the infrastructure necessary to support the scale of development to be accommodated can and will be delivered.*

## **108. CONSULTATION CARRIED OUT AND OUTCOME OF CONSULTATION**

109. As part of the preparation of the Draft Masterplan, the Developers carried out extensive consultation with the local community, statutory organisations and stakeholders on the draft version between November 2018 and January 2019. A summary of the representations received is included as Appendix D and a summary of the consultee responses is included as Appendix E.

110. The Council facilitated a workshop event, held in May 2019 for technical statutory consultees. It was well attended and resulted in some technical matters being raised. The feedback received was passed to the Developers and a summary of the comments received is attached as Appendix F.

111. A 'final' Masterplan was then submitted in January 2020 alongside two planning applications, an outline for residential development on land within the Developers control and a second for the CBLR. Joint consultation was carried out on all three elements with total of 5768 properties sent letters and 20 site notices posted in the areas surrounding the site. A total of 156 letters of representation were received relating to the 3 elements. However, in respect of the Masterplan, the main points raised related to the impact on the highway network; traffic and congestion; impact on air quality and the AQMA at Tardy Gate; the need for the development and the amount of dwellings proposed; flooding and drainage issue; the impact of amenities and services in the area; the impact on existing residents and the loss of the last remaining swathe of open greenspace in the area. A summary of the comments received is included at Appendix G and a summary of consultee responses is included at Appendix H.

112. Following the consultation and recognising that there were a number of serious concerns raised by officers, a number of meetings and discussions took place between officers of both SRBC and LCC. As a result, a number of revisions have been made to the Masterplan, the Design Code and the IDS documents, taking account of both public opinion and further technical work undertaken. These are summarised in Appendix C.

113. A further round of consultation with residents and consultees then took place between 12<sup>th</sup> August and 4<sup>th</sup> September with 101 representations being received from residents and further comments from consultees. The main issues raised and a summary of representations received is included at Appendix I with a summary of consultee responses included at Appendix J.

114. The consultation process was outlined within the Statement of Community Consultation which indicated the number and type of contact from the community, ie the Community Information Line; dedicated email address, feedback forms either on-line or at one of the exhibition events.

115. The Statement of Community Consultation document has now been submitted with the amended version of the Masterplan as a stand-alone document. This SCC includes details

of the initial 'Visioning' consultation and the feedback received; consultation on the Draft Masterplan and the feedback received; the Developers' response to that feedback.

116. The document concludes that *“the consultation undertaken was significant and goes beyond the requirements set out within the Council’s SCI, the NPPF and the Localism Act. The visioning consultation helped the development team understand the overarching ambitions for the new neighbourhood and provided an opportunity for focused engagement with site residents. The draft Masterplan consultation built upon this, allowing residents and stakeholders a chance to comment on the detail of the proposals, before it is determined by the Local Authority. The development team has found this engagement extremely beneficial in the development of the Masterplan and the preparation of the outline planning application. The end of this consultation period does not mark the end of engagement, and Taylor Wimpey and Homes England will continue to engage with stakeholders and local residents at key junctures of the planning process.”*

117. It is officers view that the consultation on the various stages of the Masterplan process has been far reaching and has generated a great deal of response. It is clear that there is a great deal of public opposition to the development of this site but officers have no real issues with the type and amount of publicity given to the Masterplan and considered the Developers have fully sought to engage the public at all stages of the Masterplan process.

#### **118. FINANCIAL IMPLICATIONS**

119. The development of this site would be liable for payment of Community Infrastructure Levy (CIL). Based on the estimated number of dwellings the likely income arising through CIL could be over £9 million from the allocated site of C1. The Masterplan also covers an area of safeguarded land to the south but at this stage there is no certainty of that land coming forward. That land will need to be considered as part of the new Central Lancashire Local Plan.

120. In addition to the payment of CIL the development of this site will also need to make Section 106 contributions for the following items: Affordable Housing; Education; Green Infrastructure; Sport and Recreation; Air Quality/Travel Planning; Off-site Highway improvements; pedestrian/cycle network improvements; public transport improvements.

121. The Pickering’s Farm site is identified as one of the largest sites contributing to the City Deal as agreed in 2013. For City Deal it is identified as contributing around 1,350 new homes and generating CIL, New Homes Bonus and Section 106 payments to fund infrastructure as part of the City Deal.

#### **122. LEGAL IMPLICATIONS**

123. The Pickering’s Farm Masterplan is a requirement of adopted Local Plan Policy C1. Given this we are not able to consider any planning application on the site until an appropriate Masterplan is adopted by the Council.

#### **124. AIR QUALITY IMPLICATIONS**

**125.** Impact on the Lostock Hall Air Quality Management Area

126. Air quality has a significant impact on public health, both in terms of mortality and quality of life. It is therefore important that action is taken to minimise the impacts of poor air quality and this is identified within the National Planning Policy Framework.

127. South Ribble preferred methodology when assessing air quality impacts from developments seeks to minimise harmful pollutant emissions and avoid significant impacts while

recognising that any development which introduces additional traffic or point source emissions will adverse impact on air quality. The methodology tailors assessment and mitigation requirements to the specific characteristics of a site considering the nature, scale and location of the development

**128. COMMENTS OF THE STATUTORY FINANCE OFFICER**

129. The estimated financial implications to the council of the proposed development are outlined in the report. A delay in bringing this site forward will delay the receipt of any CIL, New Homes Bonus and Section 106 funding. It should be noted that there is already uncertainty in the future of these funding streams as they are all currently under review by the Government.

**130. COMMENTS OF THE MONITORING OFFICER**

131. As we all know Pickerings Farm is one of the major sites in the borough. It is important that we get this right.

132. What is before members is not an application for planning permission as such – rather it is for Committee to consider the submitted Masterplan and associated documents. For large sites like Pickerings Farm it is important to have a Masterplan in place to inform the future planning application and development.

133. As ever with public law it is important that Planning Committee should act in a reasonable manner. Members should have regard to planning law, policy and guidance when considering the Masterplan. Considerations which are non-material planning considerations should not be taken into account.

134. Any decision of Planning Committee potentially could be challenged via Judicial Review.

**135. OTHER IMPLICATIONS:**

▶ <b>HR &amp; Organisational Development</b>	None
▶ <b>ICT / Technology</b>	None
▶ <b>Property &amp; Asset Management</b>	The Kingsfold link would require the Developers to cross SRBC land. The proposed sporting facility is also shown on SRBC land.
▶ <b>Risk</b>	None
▶ <b>Equality &amp; Diversity</b>	None

**136. OVERALL CONCLUSIONS AND OFFICER VIEW**

137. Clearly, this is a large and complex site with many issues that need addressing some of which compete with each other. It is disappointing that the Masterplan was submitted at the same time as the planning applications for the site and the Cross Borough Link Road which has caused confusion for the general public.

138. It is clear that there are a number of significant outstanding issues which are currently unresolved. It is worth highlighting the position reached regarding highways and sustainable access where it is fair to say that the Developers are some way off satisfying the County

Council Highways team. It is also worth highlighting the position reached by Network Rail who are again not satisfied with access requirements to the site; Highways England and their concerns over the impact on the Strategic Road Network; and concerns over the scale of development in the middle of the site in relation to existing residential properties and how it may be viewed from outside the site.

139. Whilst the Developers have gone some way to addressing concerns raised by officers and others on different issues it is clear that the Masterplan falls short of giving confidence that meets the aspirations for the site and provides a deliverable solution to the satisfaction of key stakeholders.

140. Members are advised that the Masterplan was further amended in respect of the following 3 matters and re-submitted on 7 September 2020 after this committee report had been largely completed.

- Following feedback received from Sport England, reference to the inclusion of a 3G pitch adjacent to the Community Centre has been removed and this text has been replaced with a commitment to provide improvements to the existing sporting facilities in this location. The detail of these improvements will be developed through further consultation with Sport England and Penwortham Town Council and will have regard to the up to date evidence base of the need for new sporting facilities. Sport England have confirmed the removal of their objection in writing subject to this amendment having been made to the Masterplan;
- The size of the school site has been increased from 1.594 hectares to 1.6 hectares in line with LCC Education teams' requirements; and
- The IDS has been amended to include reference in the table starting on page 6 to the Kingsfold Drive Link and the proposed mechanism for its delivery.

141. Given the above and despite the late amendments, it is Officers view that the Masterplan should not be adopted by the Council at this stage and the Developers given the opportunity to address the very clear concerns identified in this report. It is also important that the Developers also address other issues highlighted by the Planning Committee at the meeting. Given this Officers would request that the Planning Committee make clear any other areas of concern and what their expectation is on how the Developers should address their concern.

#### **142. BACKGROUND DOCUMENTS**

- Draft Masterplan, Design Code and Infrastructure Delivery Schedule
- Masterplan, Design Code and Infrastructure Delivery Schedule January 2020
- Masterplan, Design Code and Infrastructure Delivery Schedule August 2020
- Statement of Community Consultation
- Central Lancashire Core Strategy
- South Ribble Local Plan
- Penwortham Town Neighbourhood Development Plan 2016 – 2026
- Central Lancashire Highways and Transport Masterplan (CLHTM)

#### **143. APPENDICES**

Appendix A – Local Plan Masterplan Area

Appendix B – Illustrative Masterplan

Appendix C – Summary of Changes

Appendix D – Summary of Representations to Draft Masterplan

- Appendix E – Summary of Consultee Response to Draft Masterplan
- Appendix F – Comments from Consultee Workshop Event
- Appendix G – Summary of Representations to Masterplan January 2020
- Appendix H – Summary of Consultee Responses to Masterplan January 2020
- Appendix I – Summary of Representations to Masterplan August 2020
- Appendix J – Summary of Consultee Responses to Masterplan August 2020

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