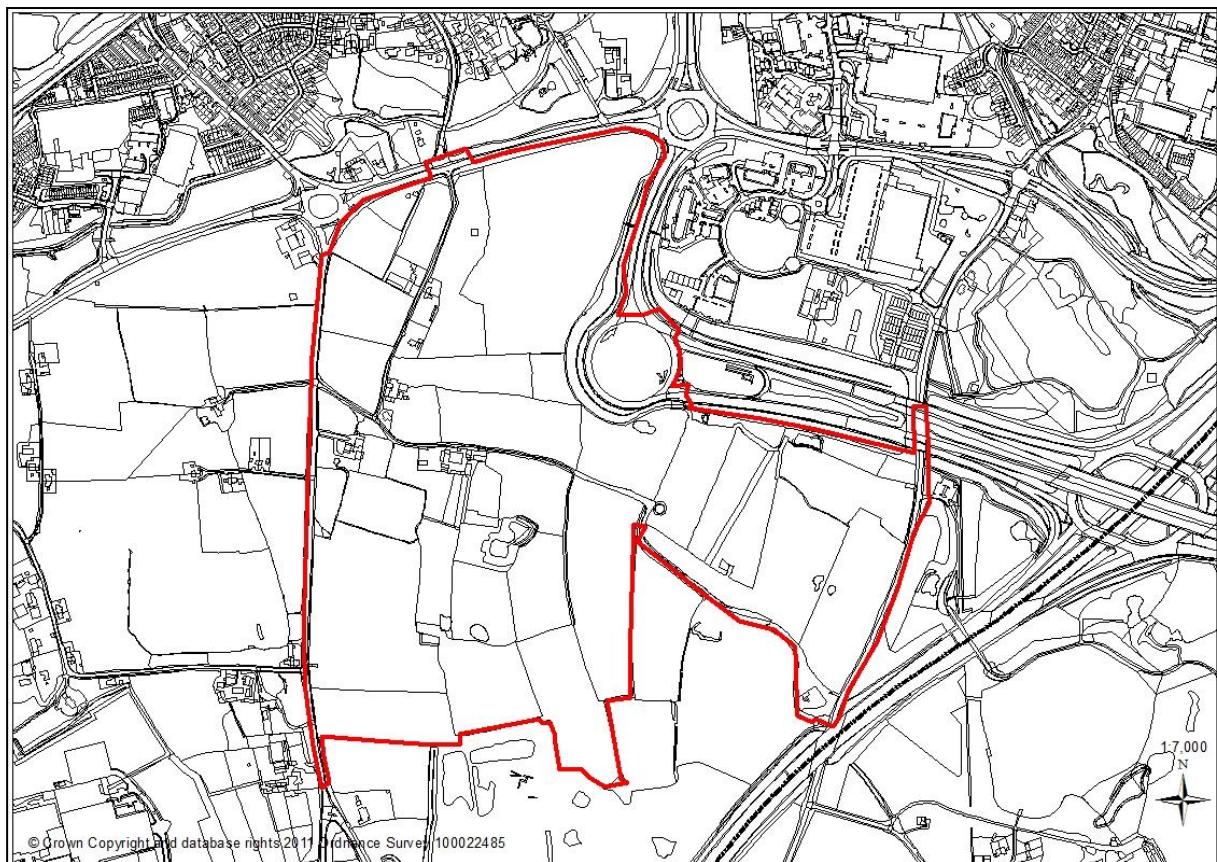


<b>Application Number</b>	07/2017/0211/ORM
<b>Address</b>	Cuerden Strategic Site, East of Stanifield Lane, North of Clayton Farm, West of Wigan Road Lostock Lane Lostock Hall Preston Lancashire
<b>Applicant</b>	Lancashire County Council & Maple Grove Developments Limited
<b>Agent</b>	Mr Paul Newton of Barton Wilmore
<b>Development</b>	<p>Hybrid planning application comprising Full and Outline development – Environmental Impact Assessment (EIA) development</p> <p>Part 1 FULL – Retail floorspace (Use Classes A1 &amp; A3) and associated car parking, site access, highway works, drainage and strategic landscaping;</p> <p>Part 2 OUTLINE – Employment floorspace (Classes B1, B2 &amp; B8), hotel (Class C1), health and fitness and leisure (Class D2), crèche/nursery (Class D1), retail (Classes A1, A2, A3, A4 &amp; A5), car showrooms (Use Class Sui Generis), residential (Classes C2/C3) and provision of associated car parking, access, public open space, landscaping and drainage (Access applied for) and affecting the setting of a Listed Building</p>
<b>Officer Recommendation</b>	<p>1. That Members be minded to approve the application and that the decision be delegated to the Planning Manager in consultation with the Chair and Vice-Chair of the Planning Committee upon the successful completion of a Section 106 Agreement to secure:</p> <ul style="list-style-type: none"> <li>• Provision and future maintenance of infrastructure (which forms part of the Phase 1 detailed application)</li> <li>• Phasing and delivery</li> <li>• Provision of a marketing plan to market the development to future users and occupiers</li> <li>• An Employment and Skills Coordinator</li> <li>• Funding for the provision of a bus service</li> </ul> <p>2. That the decision delegated to the Planning Manager in consultation with the Chair and Vice-Chair of the Planning Committee allows for corrections to the list of conditions attached to the planning permission.</p>

3. That the Planning Committee adopt the Design Code and Parameter Plans for Development Management purposes.

**Date application valid** 6 February 2017  
**Target Determination Date** 26 September 2017  
**Extension of Time** 31 October 2017  
**Case Officer** Jonathan Noad



Given that this report is necessarily detailed and lengthy with a wide range of issues a contents page is included below to guide the reader through the report. Additionally the conclusion provides a summary position of the issues considered.

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# **1      Introduction**

- 1.1. The Cuerden Strategic Site is South Ribble's biggest development site. Lancashire County Council (LCC) and Maple Grove Developments have submitted a hybrid planning application (part in full and part in outline) which provides for the comprehensive development of this site.
- 1.2. This is a detailed report and the contents page sets out how it is structured. Your officers advise on all of the material considerations in the following report. This is supplemented by appendices to the rear of the report which provide the following information:
  - Appendix A    Cuerden Adopted Masterplan
  - Appendix B    Proposed Development (Full Planning Permission Only)
  - Appendix C    Proposed Illustrative Development
  - Appendix D    Phasing Plan
  - Appendix E    Parameter Plans (contains four plans)

# **2      Site and Surrounding Area**

- 2.1. The Cuerden Strategic Site is a 65 hectare area of land situated to the east of Stanifield Lane (A5083), south of Lostock Lane (A582) and the M65 motorway, west of Wigan Road (A49) and north of Lydiate Lane.
- 2.2. The site comprises relatively low lying agricultural fields with typical tree and hedgerow planting. There is a large plantation of woodland to the south of the M65 motorway junction. The roads known as Old School Lane and Stoney Lane and the dwellings situated on these roads do not form part of the development site.
- 2.3. The land to the west of the site on the opposite side of Stanifield Lane is predominantly agricultural in nature, interspersed with a small number of dwellings. This area is allocated as an Area of Separation in the adopted South Ribble Local Plan and is referenced as AS1, an area of separation between Bamber Bridge and Lostock Hall.
- 2.4. To the north of the site is Lostock Lane and beyond this are St Catherine's Hospice, St Catherine's Park and a small number of residential properties on the north side of Lostock Lane. This area is allocated as Green Infrastructure and a Green Corridor in the Local Plan. Beyond this is the settlement of Lostock Hall.
- 2.5. To the north east on the opposite side of the M65 motorway is South Rings Business Park which is an allocated employment area in the Local Plan and beyond this, on the opposite side of Lostock Lane are further employment and retail uses along Cuerden Way in close proximity to the Sainsbury's supermarket.
- 2.6. Situated to the east of the site is the A49 (Wigan Road) and beyond this is the Cuerden Valley Country Park which is allocated as a Wildlife Corridor in the Local Plan. To the south east of the site is the boundary with Chorley Borough Council which is concurrent with the M6 motorway.

- 2.7. The land situated between the southern boundary of the site and Lydiate Lane is allocated as Green Belt within the Local Plan. It is in this area that the Quarry is located.
- 2.8. According to the Local Plan, the site is allocated under policy C4 as an employment led, major site for development. The justification for the policy states, '*the site is situated at a key gateway location within Central Lancashire between Leyland and the City of Preston, immediately adjacent to the intersection of the M6 and M65 motorways.*' It continues, '*the majority of the site is in public ownership having transferred from the Homes and Communities Agency (HCA) ownership to LCC. It is the intention of the County Council and South Ribble Council to accelerate the integrated and comprehensive development of the site. The key focus will be to bring forward new employment investment and opportunities to the local area and wider sub-region.*'

### **3 Planning History**

- 3.1. There have not been any previous planning applications submitted on the site for development of this type and scale.
- 3.2. However, an application (07/2017/0333/FUL) for the creation of five ecological ponds and associated landscaping was approved by the Council on 19 April 2017.
- 3.3. A separate planning application (07/2016/0558/OUT) regarding the site of Brookhouse Farm was approved in September 2016 for the development of 9 dwellings. Whilst this proposal is within the allocation for the Cuerden strategic site it is not within the boundaries of the application the subject of this report.
- 3.4. In April 2015, a Masterplan for the development of the whole Cuerden Strategic Site was adopted by the Council.

### **4 Environmental Impact Assessment**

- 4.1. The proposal due to its size requires Environmental Impact Assessment (EIA). EIA is a procedure required in European and UK law to assess the likely significant effects of a proposed development on the environment. The application is accompanied by an Environmental Statement (ES). The applicant has produced a very detailed ES and a Non-Technical Summary of the findings of the Environmental Assessment as required by the Town and County Planning (Environmental Impact Assessment) (England) Regulations. It is considered that the applicant has complied with the requirements of Schedule 4 of the EIA Regulations in terms of the information submitted for inclusion in the Environmental Statement.
- 4.2. The scope of the EIA covers the following topic areas:
  - Landscape and Visual Impacts;
  - Cultural Heritage;
  - Ecology and Nature Conservation;
  - Water Resources and Flood Risk;
  - Transport and Access;
  - Air Quality;

- Noise; and
- Socio-economics.

4.3. The ES concludes that during the process of EIA the design of the development has evolved. Measures have been incorporated into the design to avoid, reduce or offset significant environmental effects. Where this has not been possible, further mitigation measures have been proposed. There do, however, remain some residual effects. These are addressed in subsequent parts of this report.

## **5 Proposal**

- 5.1. The application is submitted in hybrid form, which means it is in two parts – part in full and part in outline.
- 5.2. Full planning permission is sought for the following elements which are generally to the eastern half of the site:
- 5.3. A **Retail Unit** (Class A1) of 35,009m<sup>2</sup> gross floorspace which comprises three levels. The occupant named on the planning application is IKEA. The ground floor contains undercroft car parking including disabled and family spaces, ten electric car charging bays, cycle parking, customer collection areas, trolley parking, mechanical plant, car park access/egress, home delivery area and yard to the front elevation. Also, the main entrance would be situated here including lights, stairs and a travellator to the retail areas above. Externally it is also proposed to include an activity/children's play area. On the first floor there would be situated a sales/customer service area, home delivery, click and collect and warehousing. The second floor includes a smaller retail mezzanine area overlooking the warehousing below at the first floor, it also includes a restaurant open to the public and staff facilities.
- 5.4. The northern front elevation facing the car park would be 169.2 metres (m) wide with two covered fire escapes on the side (west) elevation of a further 5m width. The building would have a maximum height of 18.3m at the entrance lobby, the main body of the building would be to a height of 17.3m with a flat roof. Other features on the front elevation include the main entrance, a covered walkway and an external metal balcony to the co-worker area, which is a staff facility. The west elevation of the building (facing the proposed retail units) would have a depth of 121.4m to the main part of the building and the front entrance would project a further 25.5m. The west elevation includes separate car park entrance and exits to the undercroft car parking and two fire escapes. The east elevation facing Wigan Road would have a maximum depth of 147m. The rear (southern) elevation includes the servicing facility for the building where goods vehicles would approach and deliveries would take place. Adjacent to this area is a staff car parking facility.
- 5.5. The materials of construction comprise glazed panels and insulated cladding panels in IKEA's traditional blue and yellow colours.
- 5.6. The eastern boundary of the building is situated facing Wigan Road, it is proposed to incorporate a 4.6m wide embankment here, which tapers in to a width of 0.7m at its southernmost point. There would be two uncovered fire escape stairwells situated within the embankment. Beyond this would be a 4.5m wide fire access/service route, then a

line of a new retaining wall, then a landscape strip with planting of between 5m and 5.2m wide, adjacent to the A49.

- 5.7. To the west of the proposed retail store, **five further retail units** (Class A1) are proposed in a continuous block. The units are all of varying sizes but would have a uniform height to incorporate two storeys of retail floorspace in each unit. The units range from the largest at 5,574m<sup>2</sup> (square metres) down to 1,393m<sup>2</sup> gross internal floorspace. The total floor area of these five retail units would be 29,358m<sup>2</sup>.
- 5.8. All materials to the front elevations of the five retail units are described as: feature masonry spine wall with aluminium trim to all external colours in a dark grey/black finish; also glazing; and an aluminium edge to the top of the parapet wall. To the side and rear elevations, the walls would be finished in flat composite cladding panels, laid vertically with matching parapet flashing in a grey colour (to be confirmed). They also include a structural frameless glazing system and a low level black plinth. In addition there would be a glazed canopy to the recessed areas in front of stores B – D.
- 5.9. At the far western end of the retail units are proposed **six restaurants** in a courtyard arrangement all to a uniform height of 9m. Four of the units are 325m<sup>2</sup> gross internal floorspace whilst the remainder are 185m<sup>2</sup> and 289 m<sup>2</sup> in floor space.
- 5.10. Alongside the retail units, the detailed element of the proposal also comprise the associated car parking (1,994 spaces), site access and other highway works and extensive strategic landscaping.
- 5.11. Site access for the full element of the proposal is gained from the end of the M65 and a secondary access from the eastern side of the site at the A49 Wigan Road. The main access from the M65 provides for two additional lanes on the west bound carriageway with traffic signal controls on the roundabout. This leads into a dual carriageway style entrance into the site on the western side of the roundabout. A secondary access is also shown on the far eastern side of the site at the A49 Wigan Road. This will provide a new junction adjacent to the car parking area for Cuerden Valley Park. The junction leads into a dual carriageway within the site which connects with the dual carriageway leading from the M65 access. This access arrangement provides for access to the rest of the site, the subject of the outline element of the proposal.
- 5.12. It is proposed to implement a number of footpaths and cycleways throughout the site to provide for green modes of travel and partially divert routes of existing footpaths in order to accommodate development on the whole site.
- 5.13. A landscaping scheme is also proposed which seeks to retain the Stoney Lane corridor running west to east within the site and also to provide a green corridor through the site from St Catherine's Park and the Council's Central Parks project in the north to Cuerden Valley Park in the east.
- 5.14. The Outline element of the scheme seeks consent for the following uses to the western portion of the site:
  - Employment (Use Classes B1, B2 & B8);
  - Hotel (Class C1);

- Health & Fitness & Leisure (Class D2);
- Crèche/Nursery (Class D1);
- Retail (classes A1, A2, A3, A4 & A5);
- Car Showrooms (Use Class Sui Generis);
- Residential (Classes C2/C3); and
- Provision of associated car parking, access, public open space, landscaping and drainage.

5.15. An illustrative layout shows the arrangement of these uses. Development authorised pursuant to the outline will be tied by condition to the Design Code and specified parameter plans in order to ensure that the development that is ultimately built is consistent with the scheme that has been assessed.

5.16. The illustrative layout indicates the following groupings of land uses:

- The principal retail area and restaurants, which are applied for in full are situated in the eastern part of the site.
- A mixed use area, applied for in outline, is situated in the centre of the site and the proposed uses in this sector include car showrooms, hotel, health and fitness, crèche/nursery, a public house and a food retail unit. These are grouped around the main access road.
- The southern part of the site and the northern part of the site include a mix of employment uses, including offices, general industrial uses and storage and distribution facilities, which are applied for in outline.
- The north western part of the site is dedicated to residential uses, again applied for in outline.

5.17. The total maximum floorspace that could come forward for the outline elements is as follows (gross internal area in square metres):

- Business (Use Class B1) 36,000m<sup>2</sup>
- Employment use (Use Classes B2 – B8) 80,000m<sup>2</sup>
- Retail (A1 – A5) 3,600m<sup>2</sup> – of which 1,324m<sup>2</sup> for an A1 retail food store
- Hotel (C1) 8,000m<sup>2</sup>
- Gym (D2) 2,000m<sup>2</sup>
- Crèche/Nursery/Healthcare Centre (D1) 2,000m<sup>2</sup>
- Car Showroom (Sui Generis) 7,200m<sup>2</sup>
- Residential (including potential extra care (Use Class C2 & C3) of up to 210 units

## **6 Summary of Supporting Documents**

6.1. The application is supported by a large amount of supporting evidence. In summary the documents submitted in support of the application are as follows:

### Air Quality Management

- Air Quality Appraisal Glossary Appendix 12.1 (Waterman: Nov 16)
- Air Quality Assessment Methodology Appendix 11.1a (Waterman 21616/A5/ES2016: Nov 16)
- Air Quality Chapter Addendum (Waterman 21616/A5/ES2016: Aug 17)

### Access/Highway Implications

- Access Parameter Plan 4 (DLA Architecture 2016-152-106 Rev G)
- Access Assessments (various) (Mott MacDonald 37096)
- Framework Travel Plan (Mott Macdonald: Dec 16)
- Meeting Record – LCC/MM (Mott Macdonald: 19.4.16)
- Public Footpath Diversion Plan (Maple Grove 2016-152-111 Rev H)
- Road Safety Audit Stage 1 (Mott Macdonald: Nov 16)
- Road Traffic Noise Assessment Appendix 12.5 (Waterman 21616/A5/ES: Dec 16)
- Roundabout Assessments (various) (Arcady Transport research)
- Stanifield Lane Toucan/Bus Stop layout (Mott Macdonald MMD 370964 C DR 00 XX 005: Nov 16)
- Stanifield Lane Cycle Lanes layout (Mott Macdonald MMD 370964 C DR 00 XX 002: Nov 16)
- Swept Path Analysis (Hadfield Cawkwell Davidson 2012/204/227: Nov 16)
- TRIP Generation (IKEA) (Vectos N03/41390: Apr 2017)
- Transport and Access Appendix 10A (Waterman 21616/A5/ES2016: Aug 17)
- Transport Assessment (Mott Macdonald 370964/001/D: Jan 17)
- Transport Assessment Addendum (Mott Macdonald 307964/2: Aug 2017)
- VISSIM Assessment Report (Mott Macdonald: Dec 16 and September 2017)

### Design (general) & Construction

- Building Heights Parameter Plan 3 (DLA Architecture 2016/152/105H)
- Construction Assessment Methodology Appendix 12.4 (Waterman: June 16)
- Construction Method & Phasing (Waterman 21616/A5/A2016:Dec 2016)
- Design & Access Statement (DLA Design: 2016)
- Design & Access Options Appraisal (excerpt) Appendix 4.1(DLA Design: 2016)
- Design Code (DLA Design: June 2017/Revised July 2017)
- Indicative Masterplan (B) (DLA Architecture 2016-152-102-J)
- Land Use & Quantum Parameter Plan 2 (DLA 2016-152-106F)
- Representative Viewpoints Appendix 6.6 (Waterman 21616/A5.ES2016: Dec 2016)
- Site & Development Description (extract) (Waterman 21616/A5/ES2016: Dec 2016)
- Site Plan (Existing) (Waterman 12300/WBS/SP/60/01A)
- Visual Receptors Table Appendix 6.3 (Waterman 21616/A5/ES2016: Dec 16)

### Drainage

- Existing Catchment Plan (C) (Waterman 11556/CIV/CW/92/001 D)
- Flood Risk Assessment & Drainage Strategy (G) (Waterman 11556/104-1-1-4)
- Greenfield Run Off Assessment (D) (Waterman)
- Indicative Surface Water Layout (Waterman 11556/CIV/CW/92/004 F)
- Indicative Drainage Layouts IKEA Site (Waterman 11556/CIV/CW/92/017 D)
- Indicative Drainage Layouts Phase 1 (H)
- Indicative Drainage Layouts Retail Site (Waterman 11556/CIV/CW/92/015 C)
- Indicative Drainage Layouts Roads 1-4 (Waterman 11556/CIV/CW/92/012 C)
- Indicative Drainage Layouts Road 5 (Waterman 11556/CIV/CW/92/013 C)
- Indicative Drainage Layouts Road 5 (Waterman 11556/CIV/CW/92/014 C)

- Indicative Foul Water Layout (I) (Waterman 11556/CIV/CW/92/015 C)
- Plot Based Flood Risk Assessment (Micro Drainage)
- Pump Station Details (DLA 2016/152/110A)
- Surface & Foul Water Outfalls (Waterman 11556/CIV/CW/92/011 D)
- United Utilities Correspondence (extract) (Waterman)

*Economic/Financial Appraisal*

- Economic Benefits Statement (Regeneris: Jan 17)
- Economic Statement (excerpt) (Waterman 21616/A5/ES2016: Dec 16)
- Employment Land Market Commentary (JLL: Dec 16)
- Employment Skills Statement (LCC/Maple Grove: Dec 16 & Update June 17)
- Planning Viability Statement (Ridge 5001316: Jan 17)

*Ecology/Environmental Implication*

- Amphibian Survey Report (Simply Ecology: 31.5.17)
- Arboricultural Impact Assessment (TEP 5899.001: Dec 16)
- Ecology & Nature Conservation (excerpt) (Waterman 21616/A5/ES2016: Dec 16)
- Ecology Figures Appendix 8.1 (Waterman: Dec 16)
- Environmental Impact Assessment Methodology (Waterman 21616/ES: Dec 16)
- Environmental Impact Assessment Scoping Report Appendix 2 (Waterman 21616/A5/EIA: Oct 16)
- Environmental Impact Assessment Scoping Opinion Appendix 2.2 (Waterman 21616/A5/EIA: Oct 16)
- Environmental Statement Non-Technical Summary (Barton Wilmore: Dec 16)
- Geotech Assessment (Envirocheck WIE11556-000)
- Letter – Stanifield Lane access response to EIA (Barton Wilmore 21616/A5/JMM: Aug 17)
- Minerals Feasibility Assessment Appendix 2.4 (Waterman WIE11556-100-R-2.1.13.MRA: Jan 17)
- Phase 1 Ecology Report Appendix 8.2 (Simply Ecology: Dec 16)

*Heritage & Archaeology*

- Archaeology Desk Based Assessment (University of Salford)
- Heritage Statement (Waterman 21616/A5/ES2016: Dec 16)

*Landscape*

- Field Assessment Sheet App 6.2 (Waterman)
- Glossary Appendix 6.8 (Waterman 2016/A5/ES2016: Dec 16)
- Green Infrastructure Application Areas (DLA 2016-152/9102)
- Green Infrastructure Masterplan (DLA Landscaping 2016-152/9101)
- Landscape & Views (Waterman 21616/A5/ES2016: Dec 16)
- Landscaping Detailed Layout (Waterman 2016-152/9210/D: Nov 16)
- Landscaping Detailed Layout (Waterman 2016-152/9208/F: Nov 16)
- Landscape Detailed Appraisal (DLA Landscape 2016/152/9201/D)
- Landscape Effects Table Appendix 6.4 Waterman (21616/A5/ES2016: Dec 16)
- Landscape Visual Impact Assessment Appendix 6.1 (Waterman 21616/A5/ES2016: Dec 2016)
- Landscape Overall GA Plan (DLA Landscape 2016/152/9200/B)

- Soft Landscaping Details (Waterman 2016-152-9223)
- Visual Landscaping Effects Appendix 6.5 (Waterman 21616/A5/ES2016: Dec 16)
- Wigan Road Landscaping Layout (Waterman 2016-152-9224)
- Wigan Road Landscape Section (DLA Landscaping: 2016/152/9225)

#### *Lighting*

- Phase 1 External Lighting Layout & Lux Plots Plan (Waterman BSD12300/WBS/SP/63/30A)
- Phase 2 External Lighting Layout & Lux Plots Plan (Waterman BSD12300/10)

#### *Miscellaneous*

- Combined Sustainability Statement (Waterman BSD 12300/29: Jan 17)
- Community Infrastructure Levy Determination form (Jan 17)
- Consultation Report Appendix 12.2
- Illustrative Photographic Assessment (DLA 2016/061/1-1011)
- Interim Statement of Community Involvement (Resolve: Jan 17)
- Phase 1 CCTV Statement (Waterman BSD12300/670: Dec 16)
- Planning Statement (Barton Wilmore 21616/A5/BB/PN: Jan 17)
- Planning Summary & Benefits Statement (Barton Wilmore: 21616/A5/PN: Jan 17)
- Proposed Development Framework Plan (DLA 2016/152/102L)
- Utilities Statement – Phase 2 (Waterman BSD 12300/10 Rev A: Dec 16)
- Ventilation & Extraction – Phase 1 (Waterman BSD 12300/29: Dec 16)

#### *Noise*

- Baseline Noise Survey App 12.3 (Waterman: Aug 17)
- Noise Impact Assessment (Noise Vibration) (Waterman: Aug 17)
- Noise Assessment (Road Traffic) App 12.5A (Waterman: Aug 17)

#### *Retail*

- Retail/Leisure Assessments – Barton Wilmore response (21616/A3/PN/A1: Jan and July 17)
- Final Appraisal of Retail & Town Centre Issues (WYG A091661: Aug 17)

### **Proposal Drawings**

#### *Proposed Elevations*

- Elevations (DLA 2016/061/205H: Aug 16)
- Elevations Sheet 1 (Hadfield Cawkwell Davidson 2012/204/225A: Nov 16)
- Elevations Sheet 2 (Hadfield Cawkwell Davidson 2012/204/226: Nov 16)
- First Floor Plan (Level 01) (Hadfield Cawkwell Davidson 2012/204/221 Nov 16)
- GA Sections (Hadfield Cawkwell Davidson 2012-204/224A: June 16)
- Ground Floor Plan (Level 00) (Hadfield Cawkwell Davidson 2012/204/220B: Nov 16)
- Ground Floor Plan (DLA 2016/061/200F: Aug 16)
- Ground Floor Plans (Restaurant/Café) (2016/061/250E)
- Management Suite (DLA 2016/061/258: Aug 16)
- Restaurant (FGHJKL) (DLA 2016/061/255E: Aug 16)
- Restaurant Sections 1-3 (DLA 2016/061/252D: Sept 16)
- Roof Plan (DLA 2016/061/0202F: Aug 16)

- Roof Plan (Restaurant/Café) (DLA 2016/061/251C: Sept 16)
- Roof Plan (Hadfield Cawkwell Davidson 2012-204-223: Nov 16)
- Second Floor Plan (Level 02) (Hadfield Cawkwell Davidson 2012/204/222: Nov 16)
- Unit Section (DLA 2016/061/204E: Aug 16)
- Unit Section (DLA 2016/061/0203D: Aug 16)

#### Proposed Site Layouts

- Planning Application Red Edge Boundary (DLA Architecture 2016-152/108)
- Retail Servicing Paths (DLA 2016/061/118A)
- Security Strategy Plan (DLA 2016-061/116D: Oct 16)
- Service & Refuse Service Paths (DLA 2016/061/119B)
- Site Location Plan Appendix 1 (DLA Architecture 2016-061/106/)
- Site Plan In Context (Hadfield Cawkwell Davidson 2012/204/228C: Nov 16)
- Site Plan (Fire Strategy) (DLA 2016/061/115D: Sep 16)
- Utilities Site Plan (Waterman 12300/WBS/SP/60/02A)
- Utilities Phase Site Plan (Waterman 12300/WBS/SP/60/04A)

## **7 Summary of Publicity**

- 7.1. *Neighbour Consultation* – Site notices in multiple locations and a newspaper advertisement were posted, and 346 neighbour consultation letters were despatched on 8 February 2017; these being standard letters adapted to include an explanation of the hybrid application process. Following receipt of amended and additional documentation, a second round of publicity (site notice and individual letters only) was undertaken on 8 June 2017. Further amendments were publicised (site notice and individual letters only) on 3 August 2017.
- 7.2. *Statutory Consultation* – In line with the above timetable, statutory consultation was undertaken on three separate occasions to 12 borough, city and unitary authorities and 22 other relevant bodies – five of which were South Ribble departments.
- 7.3. Additionally, given the application requires an EIA, all documents originally and at the amendment stages have been sent to the Department of Communities and Local Government.
- 7.4. Prior to the application being submitted and during the course of the application the applicants have also undertaken extensive consultation. Public exhibitions were held on 17/18/19 November 2016, 12 May 2017 and 21 August 2017.

## **8 Representations**

- 8.1. As of 15 September 2017, 99 letters of representation have been received, with some people sending more than one letter. Of the 99 letters received, eight neither objected to nor supported the application, 32 were in support and 59 objected to the proposals.

8.2. A summary of the points of objection raised are as follows:

### **Policy Considerations**

- Development is contrary to Rural Development SPD, Green Belt Policy and Policy G7.
- NPPF indicates new buildings should be in keeping with the surrounding area, as does Policy G17 of the Local Plan.
- There are no affordable houses planned, which goes against the planning framework.
- Revised plans do not take into account the NPPF or the South Ribble Local Plan.

### **Character/Appearance**

- Leyland, Bamber Bridge and Lostock Hall will become one area and lose their identities
- Area will be less attractive
- Trees to be planted will take 20 years to mature and will be of no benefit
- Green areas are disappearing and the area is becoming increasingly industrialised
- Stanifield Lane is currently lovely and will be destroyed
- Development is not suitable for a rural area.
- Plans fail to take into account the location in relation to the surrounding Green Belt and are out of keeping with the area.
- Significant, unacceptable impact on the residents of Stoney Lane and Old School Lane.

### **Highway Issues**

- Roads in the area are already too congested, particularly at peak times, and cannot cope with any more traffic.
- Ambulance response rate would be slowed down due to congestion.
- Sainsbury's roundabout isn't passable at peak times.
- M6 is at capacity and when there is an issue the motorway and surrounding roads are at gridlock.
- Entrance to the site from the M65 is ludicrous – it will worsen traffic on the M65 and needs its own completely separate entrance.
- A weight limit should be put on vehicles using Lydiate Lane.
- There should be no access onto the site from the A49.
- There will be a significant impact on Shady Lane/Nell Lane, which is already used as a cut through.
- No consideration seems to have been given to the A582.
- Highways England need to reconfigure their part time traffic signals to help with flow.
- Area is at a standstill for four hours a day.
- New dual carriageways look great but they can't hold more traffic.
- Roads in the area are poorly maintained.
- No consideration has been given to Todd Lane South.
- The impact of other major developments in the area has not been considered.
- Internal road layout will lead to more delays within the site.

- Stoney Lane and Old School Lane will become rat-runs.
- Local lanes cannot accommodate construction traffic.
- A49 is already above 96% saturation.
- New junctions and increased traffic will make it impossible to get out of Cuerden Valley Park and Shady Lane.
- Significant impact on the junction with the Woodsman Pub.

### **Trees/Wildlife**

- There should be no development on green land.
- Could the hedges and trees not be left to provide a habitat for wildlife?
- Significant impact on Cuerden Valley Park.
- Bats are regularly seen in the area – have surveys been carried out?
- Plans show removal of huge amount of trees and hedgerows being removed unnecessarily.
- Trees and hedgerows are an important wildlife corridor.
- There are over 1,000 species that inhabit Cuerden Valley – all will be negatively impacted.

### **Noise/Disturbance/Pollution/Flooding**

- Pollution caused by traffic is already high in Lostock Hall and Bamber Bridge – this will make it worse.
- Flood risk is a concern.
- Issues with drainage in the area already – this will make it worse.
- 24 hour lighting will be needed which will alter the night-time environment
- There will be an increase in noise and pollution which will impact on local residents.
- The increase in traffic will increase the noise in the area.
- Has any consideration been given to the amenity of local residents during construction?
- Already significant run-off from the land – this will be much worse.
- Construction will have significant impacts on existing residents.

### **Other Issues**

- Jobs will be filled by people who live outside the area.
- There isn't the availability of schools, doctors or transport to support the residential development.
- More thought needs to be given to local residents.
- Don't want to see the development from my property.
- Area is supposed to be being made greener – expansion of St Catherine's Park.
- There are often power cuts in the area – how will substations cope with extra demand.
- Why has Green Belt land been selected to be built on?
- House values will be impacted negatively.
- There is already low water pressure in the area.
- Broadband is not reliable in the area.
- A public footpath has been shown running though our property – we object strongly to this.

- We will be unable to sell our home.
- Footpaths will be used by unsavoury characters.
- Development is ill thought out and inconsiderate to residents and the South Ribble community.
- Consultation is poor – not enough local residents were contacted.
- There are listed buildings on site and within the vicinity of the site.
- There are plenty of vacant employment premises in the area.
- There are enough supermarkets in the area, we need smaller affordable outlets for artisan business.

8.3. A summary of the points raised in support of the application are as follows:

- Application will unlock the site for employment uses, retail and housing, as well as green infrastructure.
- Landscape value of the site is not particularly high at present.
- IKEA store is welcomed.
- Should be a bus running to IKEA.
- Will bring jobs and prosperity, and a positive contribution to the economy.
- Improvements to roads and infrastructure.
- Improved shopping experience in the area.
- Any issues should be addressed to ensure the development can go ahead.
- Proposals offer much needed affordable housing.
- Will bring many more visitors to the area and to existing local businesses.
- Will benefit the people and communities of Lancashire.
- Cuerden is vitally important for the long term economic development of the area.
- Once roadworks are done, there is nothing to block the plans.
- There will always be individuals for whom nothing will suffice.
- It is important for the area to bring in additional businesses to support all the new housing development which is taking place.
- Committee should support the application.
- Careful planning of traffic impacts will control the effects and the outcome will be worthwhile.

8.4. A summary of the points raised by those neither supporting nor objecting to the application are as follows:

- Seems to be a good opportunity for the area.
- Development should be achieving BREEAM “Excellent” rather than “Very Good”.
- Hope traffic has been considered.
- Site should perhaps be considered for a new hospital.
- Understand that work is being done to improve road infrastructure but a new Ribble crossing is needed.
- Development could be used to set environmental standards across Lancashire.
- Has consideration been given to prevent run off into the River Lostock which may then cause problems downstream?
- Previous IKEA built at Warrington didn’t have the impact on local businesses that was feared.
- Development would be good for the area and would bring in business.
- Query whether or not noise level monitoring has been done.

- Community Engagement has been good.
- Welcome the proposals overall, but have some concerns about the traffic.

## **9 Other Interested Parties' Comments**

9.1. In addition to the representations from members of the public, comments have been received from several other interested parties. Their comments are summarised below:

### **Councillors' and MP's Comments**

- 9.2. The ward councillor for Clayton and Whittle in Chorley wishes to object to the application, due to the impacts of the two new accesses on to the A49. He would also like to speak at the committee.
- 9.3. Lindsay Hoyle, MP for Chorley, submitted a representation to state that the site had been subject to preliminary discussions as one of a few suitable sites for any new hospital development for the area.

### **Other Stakeholders**

- 9.4. **Cuerden Valley Park** – have no objections or adverse comments to the scheme but have some observations:
- Network of paths through the development should connect with Cuerden Valley Park, but an increase in visitors would mean maintenance and investment into the park would need to be increased;
  - Is there scope for CIL investment into the paths and cycle routes within the park?
  - A49 development entrance is immediately opposite one of the main car parks for the park, they would like assurance that staff and visitors will still be able to enter/exit the park in both directions on the A49.
- 9.5. **Chorley and South Ribble CCG** – Wish to register their support for the application, and are exploring ways of introducing health service provision within the site and feel the development is the enabler.
- 9.6. **UCLan** – wish to support the development. UCLan helps to bring some very talented young people to the area and it is vitally important for the economy that they stay here. The scheme has the potential to attract new businesses into the area which can utilise the graduates of UCLan, and provide workplace training for many as part of the 4,600 FTE jobs which could be created.
- 9.7. **CPRE** – Prefer to see Previously Developed Land used, but in cases where a strategic need is demonstrated, they seek to ensure sustainable development principles applied.
- 9.8. **Savills (On behalf of Capital and Regional, owners of The Mall, Blackburn)** – do not raise an objection to the scheme, but request the inclusion of the following:

- Welcomes the no-poaching condition, but requests this is included in the S106, and a control should be added to prevent the variation of any conditions. Blackburn should be included in this control.
- A planning condition should be included to prevent the subdivision or amalgamation of units.
- A restriction limiting the operation of the proposed health and fitness club to that use only, and no other use within Class D2.
- Future qualitative analysis to demonstrate that the six proposed restaurant units will not have a significant adverse impact on planning investment in centres and town centre vitality and viability.

- 9.9. **Lichfields (on behalf of InfraRed, owners of the St George's Shopping Centre, Preston)** – InfraRed has concerns about the development, but has asked Lichfields to consider appropriate planning conditions that might help mitigate the potential impact of the proposals.
- No poaching condition – which seeks to protect and preserve Preston city centre, for at least five years from the first trading of retail park floorspace at Cuerden. The trigger should not be five years from when IKEA starts trading, but the first unit in the retail park.
  - Restricting non-bulky sales – the floorspace IKEA occupies should be restricted to the sale of bulky comparison goods. Any permission should have a restriction on the floorspace that may be used for the sale of non-bulky goods in the retail park, as these should be primarily (say 90%) bulky goods.
  - Any planning permission should impose a condition which limits the net retail trading area.
  - Phasing – any permission should impose a phasing condition, which sets out that a greater proportion of employment floorspace is provided up-front/and or sets an upper limit on non-employment floorspace within Phase 1.
- 9.10. **North West Chamber of Commerce** – fully supports the Strategic Development, and would like to see it brought forward as soon as possible.
- 9.11. Points that are raised as part of the consultation process are addressed through the discussion of the technical points of the scheme, in the rest of the report.

## **10 Summary of Consultations**

- 10.1. **Clayton-le-Woods Parish Council** – Object to the application due to increase in traffic, impact on the country lanes in the area, gridlock on surrounding routes when the motorway is closed, which will be made worse, and pollution, flooding and impact on wildlife.
- 10.2. **Cuerden Parish Council** – Object to the application and would like to see conditions added to ensure appropriate signage is in place to direct traffic to use junction 29 of the M6, and they would not wish to see any access from the A49. They would also like to see replacement trees planted at a rate of two for each one lost.

- 10.3. **Farington Parish Council** – Object to the application, although they welcome the investment. They support local residents who have concerns about the lack of infrastructure at the site and that the potential highways issues have not been resolved.
- 10.4. **Preston City Council** – Have no objections to the scheme, subject to the imposition of conditions to control the minimum retail unit size, to prevent subdivision of the retail units, to control the net floor area of retail units and to prevent any retailer vacating Preston city centre to move to Cuerden.
- 10.5. **Chorley Council** – Chorley recognises the importance of the site in regional terms but advise regrettably the council cannot support the proposal because, in their view, the applicant's evidence underestimates:
  - the impact of the scheme on Chorley's existing highway infrastructure
  - the retail impact of the scheme on Chorley town centre and Market Walk extension
  - the lack of a planning viability case for employment uses which does not provide for long term economic benefits.
- 10.6. Chorley suggests that the evidence provided does not correspond with the evidence gathered by independent consultants commissioned by them. Believe the transport assessment was too limited; the retail assessment significantly underplays the impact on Chorley town centre; and the viability case for departing from planning policy is not adequately supported by the evidence provided.
- 10.7. Consider if SRBC is minded to approve this application then impacts on Chorley Town Centre and the Market Walk extension in particular must be considered and suggest mitigation measures are required as set out below:

#### *Mitigation Measures*

To include:

- Improvements to the B5256 Leyland Way/B525 Lancaster Lane/A49 Wigan Lane junctions.
  - Improvements to the A674 Millennium Way; A6 Preston Road (north) and Hartwood roundabout; and Preston A6 (south)/B5252 Euxton Lane.
- 10.8. Also advise a financial contribution of £11,520,121 to mitigate the impact of Cuerden on Chorley town centre and Market Walk extension in particular. Sixteen town centre improvements both in terms of physical measures such as car parking provision and to facilitate free parking in Chorley town centre.

#### *Chorley's Highway Infrastructure*

- 10.9. Concern is expressed about the impact of the proposed development on the surrounding road network especially in relation to the secondary and delivery accesses at Wigan Road and traffic from the south through Chorley borough. Consider that the highway evidence presented by Motts (the consultants on behalf of the applicant) is not robust and underestimates the impact of the development on a number of junctions and the network within Chorley borough – these are summarised in an appendix.

## *Impact on Chorley Town Centre and the Market Walk Extension*

- 10.10. Concerned the scheme will harm the Market Walk Extension by inhibiting delivery; affecting the ability to attract non-food retailers and attract the necessary tenant mix that would otherwise invest in Chorley town centre; or resulting in Market Walk development failing to trade successfully. This would harm the vitality and viability of the town centre by reducing choice that would otherwise materialise bearing in mind the extension to Market Walk is a response to identified quantitative and qualitative shortfalls in the town centre. Considered the effect of Cuerden nullifies the benefits of the Market Walk extension because the town centre will be no better off because of the application.
- 10.11. The need for the extension to Market Walk arose from a Central Lancashire retail study in 2010 and the scheme was incorporated in the Development Plan. Market Walk is under construction and, after completion, paragraph 26 of the NPPF provides protection as an existing investment. If there is a risk to the delivery of the extension to Market Walk as planned, or if it fails to attract non-food retailers which improve the quality of town centre shopping, it is considered the adverse impact would be significant enough to justify refusing planning permission in terms of NPPF paragraph 27.

### *Policy Compliance*

- 10.12. Chorley advise they have taken advice in respect of the applicant's planning viability evidence. Policy C4 requires that a robust case be made for the addition of higher value uses to facilitate employment development. Consider that there is a lack of a convincing case on policy grounds for the abandonment of the existing Local Plan requirement C4 and that there has been no attempt to satisfy the requirements of the policy and no evidence is proffered to demonstrate lack of viability as an employment development site.

### *The Viability Case*

- 10.13. Consider that there are too many areas of the viability case offered for the site where evidence for critical assumptions is not available for scrutiny. Suggest that there is insufficient commentary on why it should be that costs, prices and returns should be pared to the bone for such a critical site especially since this order of marginality might call into question the deliverability of the proposed scheme as a commercial proposition. In the absence of the appraisal-based evidence needed for the proposer to make a case for the planning gain settlements, it can be argued the case has not been made, combined with the lack of a convincing case on policy grounds for the abandonment of the existing Local Plan requirement C4.

### *Planning Conditions*

- 10.14. Note that Chorley Council would like to be consulted prior to further discussion and agreement on conditions. This is on the basis that it is important that controls are put in place to ensure that the proposed Class D2 floorspace cannot be used as a cinema, as such use is an anchor to the Market Walk extension within Chorley Town Centre. Also note the potential "no poaching" condition that is designed to prevent retailers currently located within specified town centres relocating to the scheme.

## *Conclusion*

- 10.15. The representation concludes by stating that for the reasons and evidence stated that the mitigation measures are justified and appropriate in order to make this application acceptable in planning terms.
- 10.16. A further letter was received from Chorley Council on Friday 15<sup>th</sup> September 2017 which will be subject of an update sheet.
- 10.17. **Hyndburn Borough Council** – Have no objections to the proposed scheme, as the trade diversion from Accrington town centre is expected to be minimal.
- 10.18. **Ribble Valley Borough Council** – Have no objections to the proposal, and state the development would seem to present welcome regeneration to the wider Lancashire area without negative impacts on Ribble Valley local economy.
- 10.19. **West Lancashire Borough Council** – raise no objections to the proposal providing it complies with the relevant Local Plan Policies and the relevant parts of the NPPF.
- 10.20. **Blackburn with Darwen Council** – Recognise the site is a strategically important site that could have Lancashire-wide benefits. They would like to see the following controls added to minimise the impact on Blackburn town centre:
  1. A S106 with covenant that prevents existing occupiers in Preston, Blackburn, Chorley and Leyland vacating those centres to move to Cuerden;
  2. Condition restricting the amalgamation or subdivision of units to ensure the approved scheme is what is delivered;
  3. A condition restricting the operation of the health and fitness club to no other use within use class D2.
- 10.21. **Blackpool Council** – have concerns about the quantum of retail floorspace proposed, and the impact that it might have on Blackpool town centre.
- 10.22. **Lancaster City Council** – Have no comments to make.
- 10.23. **Fylde Council** – Have no objections to the scheme, providing the retail stores are restricted by condition or other mechanism to be retained as large format stores.
- 10.24. **South Ribble Borough Council Environmental Health** – previously raised objection to the scheme. The response now confirms that they have had the opportunity to consider newly submitted information and comments of the applicant. The response considers sustainability measures incorporated into the scheme; traffic assessment and associated implications for air quality; compensatory measures; and the submitted noise assessment. Although offering some concern as to the extent of proposed measures offered (in respect of sustainability measures for example) in that they comply with standards rather than seek to exceed them, it is acknowledged throughout the response that this is not a reason to object.

The response concludes by stating on the basis that the revised traffic assessment is accepted by LCC Highways and Highways England, then objection is not raised subject

to appropriate conditions being imposed to ensure the development is acceptable. Some of the suggested conditions relate to areas covered by other disciplines ie highway issues and in those circumstances conditions already sought by the various professional inputs will be relied upon. All conditions suggested will be worded to ensure compliance with policy.

- 10.25. **South Ribble Borough Council Building Control** – have no comments to make on the scheme.
- 10.26. **South Ribble Borough Council Strategic Housing** – have no objections to the scheme, but wish to see 30% of the proposed dwellings as affordable, unless an independently assessed viability report can demonstrate otherwise.
- 10.27. **Ecology (GMEU)** – Consider that the ES assessment is satisfactory. No objection to the proposals but consider that the development of the whole proposed scheme is likely to lead to overall semi-natural habitat loss. It is therefore recommended that Reserved Matters applications for future phases should take into account the need to retain areas of semi-natural habitat if at all possible or seek to mitigate and/or compensate for these losses.
- 10.28. **South Ribble Borough Council Arboriculturist** – No objections to the development but recommend an arboricultural consultant should be appointed to provide site monitoring. Also required is an Arboricultural method statement. They would also wish to see suitable mitigation planting, including off-site, and an increase in tree planting within car parks and areas of hardstanding, with suitable protective fencing. T119, a veteran tree on the site, should be retained.
- 10.29. **United Utilities** have raised no objections to the proposal subject to the imposition of conditions relating to foul and surface water drainage details.
- 10.30. **Lancashire Enterprise Partnership** – Support the planning application, due to the economic benefits the site can achieve, and the contribution the site will make to City Deal growth and employment targets.
- 10.31. **Chorley Ramblers** – Have no objections but want to be informed if any PROW are to be affected by any stage of the Cuerden development.
- 10.32. **Historic England** - have no comments to make.
- 10.33. **Lancashire County Council Highways** – no objection subject to conditions, to the delivery of mitigation, and the delivery of sustainability measures.
- 10.34. **Highways England** – have raised no objection to the proposals provided conditions are attached in relation to the M65 terminus, M6 Junction 29 and that no development should be brought into use until such changes to highways have been implemented to the satisfaction of the local highway authority in consultation with the Secretary of State for Transport. Additionally Highways England have asked that a Cuerden Transport Steering Group be set up with the role of agreeing the programme of works.

- 10.35. **Natural England** – have no objections to the proposals as it is unlikely to affect any statutorily protected sites or landscapes. The Standing Advice on protected species should be a material consideration in determining the application.
- 10.36. **Crime Prevention Officer** (Lancashire Constabulary) – has no objections to the scheme but makes recommendations in relation to security and minimising the risk of crime at the development.
- 10.37. **Lancashire Archaeological Advisory Service** – suggest the possibility of some isolated historical artefacts being found on site, so request that field investigations should include a programme of archaeological investigations. Also request a condition to ensure and safeguard the recording and inspection of items found on the site.
- 10.38. **Lead Local Flood Authority** (Lancashire County Council) – have no objections to the scheme subject to the inclusion of several conditions to manage the risk of flooding.
- 10.39. **Lancashire County Council Education** – have no objections to the development but request a contribution for the provision of school places as a result of this development.
- 10.40. **Environment Agency** – Have no objections to the proposal providing a planning condition is included requiring the submission of a remediation strategy in line with paragraph 121 of the NPPF.
- 10.41. **Minerals and Waste (Urban Vision)** – no objections to the proposal as it accords with Policy M2 of the Minerals and Waste Local Plan.
- 10.42. **Wildlife Trust** – Have raised concerns that they were not consulted on the ponds application. They note the comments from GMEU. They would appreciate advice on how we intend to ensure that all landscape areas are actually delivered on the ground. Increase in traffic might impact on access and entrance to Cuerden Valley Park. Would appreciate some discussion on how this scheme could be an exemplar for strategic green infrastructure and strategic nature conservation in association with the development.
- 10.43. **Health and Safety Executive** – please use the HSE's Webapp to check whether or not the application site lies within consultation distance of a major site or pipeline.

## **11 Policy Background**

- 11.1. Both the Central Lancashire Core Strategy, which was adopted July 2012, and the South Ribble Local Plan (adopted 2015), were adopted post the National Planning Policy Framework (NPPF) being issued. Both had to demonstrate at examination compliance with the NPPF, and are therefore considered to be fully NPPF compliant.

### **Central Lancashire Core Strategy (adopted July 2012)**

- 11.2. *Policy 1: Locating Growth* – focuses growth and investment on brownfield sites in the main urban areas, and the Strategic Sites, whilst protecting the character of suburban and rural areas. Cuerden is identified as a Strategic Site.

- 11.3. *Policy 3: Travel* – seeks to reduce the need to travel, manage car use, promote more sustainable modes of transport and improve the road network.
- 11.4. *Policy 4: Housing Delivery* – provides for and manages the delivery of new housing. For South Ribble this amounts to 417 dwelling per annum.
- 11.5. *Policy 5: Housing Density* – seeks to secure housing densities which are in keeping with the local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area.
- 11.6. *Policy 6: Housing Quality* – seeks to improve the quality of housing by facilitating the greater provision of accessible housing and neighbourhoods and use of higher standards of construction.
- 11.7. *Policy 7: Affordable Housing* – seeks to ensure sufficient provision of affordable and special housing to meet needs.
- 11.8. *Policy 16: Heritage Assets* – aims to protect, conserve and enhance Central Lancashire's places of architectural and archaeological value, and the distinctive character of its landscapes.
- 11.9. *Policy 17: Design of New Buildings* – expects the design of new buildings to take account of the character and appearance of the local area; be sympathetic to surrounding land uses and occupiers; ensure that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa; minimise opportunity for crime; provide landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, provide open space and enhance the public realm; be adaptable to climate change and adopt the principles of sustainable construction including sustainable drainage systems and ensure that contaminated land is addressed through appropriate remediation and mitigation measures.
- 11.10. *Policy 26: Crime and Community Safety* – plans for reduced levels of crime and improved community safety, including the inclusion of Secured by Design principles in new developments.
- 11.11. *Policy 27: Sustainable Resources and New Developments* – seeks to ensure sustainable resources are incorporated into new development.

## **South Ribble Local Plan (adopted July 2015)**

- 11.12. *Policy A1: Developer Contributions* – expects new development to contribute to mitigating its impact on infrastructure, services and the environment and to contribute to the requirements of the community.

- 11.13. *Policy C4: Cuerden Strategic Site* – the policy permits development at the Cuerden site, provided a masterplan for the site has been submitted and agreed, and a phasing and infrastructure delivery schedule and an agreed programme of implementation have been submitted. The Policy also permits the development of alternative uses, such as retail, leisure and housing, provided this enables the development of the employment uses, and is limited to that which is clearly necessary to fund the essential infrastructure needed for the site. Policy C4 also requires that any main town centre uses must satisfy the sequential and impact tests in the NPPF.
- 11.14. *Policy G17: Design Criteria for New Development* – seeks to ensure a high standard of design for new developments. The policy also aims to protect, conserve and enhance heritage assets and their surrounding setting.
- 11.15. *Paragraph 2.20 of the Local Plan* – states that any development proposed within areas identified as Mineral Safeguarding Areas must satisfy the criteria set out in Policy M2 of the Minerals and Waste Local Plan; the objective of which is to safeguard minerals from unnecessary sterilisation.

## **Lancashire Minerals and Waste Core Strategy**

- 11.16. The Lancashire Minerals and Waste Core Strategy is the strategic document for future minerals and waste development in Lancashire until 2021. It sets out:
- The vision, aims and objectives of the Minerals and Waste Local Plan;
  - The principles by which development will progress over the plan period; and
  - The strategic policies required to deliver the vision.
- 11.17. Policy CS1 of the Core Strategy DPD states, *inter alia*, that mineral resources with the potential for extraction now or in the future will be identified as Mineral Safeguarding Areas and protected from permanent sterilisation by other development... extraction of mineral resources prior to other forms of development will be encouraged.

## **Lancashire Minerals and Waste Local Plan (MWLP)**

- 11.18. The document identifies:
- Specific locations for development with inset maps showing the detailed extent of site allocations and safeguarding area;
  - Specific requirements for individual proposals; and
  - Policies to ensure that the development of the identified locations is done in line with the Core Strategy.
- 11.19. The document also provides development management policies to cover:
- Matters not covered in national policy;
  - Matters where local circumstances prevail.
- 11.20. Policy M1 "Managing Mineral Production" of the MWLP explains that development will not be supported for any new extraction of sand and gravel. However, this is due to

sufficient land bank of material being available throughout the plan period and the reason for designating MSAs is to protect resources long term, not just for the plan period.

- 11.21. Policy M2 "Safeguarding Minerals" of the MWLP explains that planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals, unless the applicant can demonstrate to the satisfaction of the LPA that:

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

## National Planning Policy Framework (NPPF)

- 11.22. The NPPF sets out the Government's economic, environmental and social planning policies for England. At the heart of the planning system is a presumption in favour of sustainable development which should be seen as a 'golden thread' running through both plan making and decision making. In respect of this application, the most relevant chapters of the NPPF are considered to be:

- *Chapter 1: Building a Strong, Competitive Economy* which states, at paragraph 19: "The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system."
- *Chapter 2: Ensuring the Vitality of Town Centres* requires a sequential test to be applied to planning applications for certain town centre uses which are not in an existing centre, and a retail impact assessment to be undertaken for applications for town centre development outside of existing centres, which are not in accordance with an up-to-date Local Plan and the development is over a locally set threshold.
- *Chapter 4: Promoting Sustainable Transport* requires all developments that will generate significant amounts of movement to be supported by a transport statement or assessment, and travel plan. Developments should also be located where the use of sustainable transport can be maximised.
- *Chapter 6: Delivering a Wide Choice of High Quality Homes* – applications for any housing development should be considered in the context of the presumption in favour of the sustainable development.

- *Chapter 7: Requiring Good Design* which states, at paragraph 57: “Good design is a key aspect of sustainable development”. Developments should add to the overall quality of the area, establish a strong sense of place, optimise the potential of the site, by creating and sustaining an appropriate mix of uses, and create safe, accessible environments which are visually attractive.
- 11.23. In relation to the safeguarding of mineral resources, paragraph 143 of the NPPF requires local planning authorities (LPAs) to:
- Define Minerals Safeguarding Areas and adopt appropriate policies in order that known locations of specific minerals resources of local and national importance are not needlessly sterilised by non-mineral development whilst not creating a presumption that resources defined will be worked;
  - Set out policies to encourage the prior extraction of minerals, where practicable and environmentally feasible, if it is necessary for non-mineral development to take place; and
  - When determining planning applications, not normally permit other development proposals in mineral safeguarding areas where they might constrain potential future use for these purposes.

## **Supplementary Planning Documents**

- 11.24. The following Supplementary Planning Documents (SPD) are relevant to the scheme:
- Affordable Housing SPD
  - Design Guide SPD
  - Open Space and Playing Pitch SPD
  - Renewable and Low Carbon Energy SPD
  - Biodiversity and Nature Conservation SPD
- 11.25. In addition, the emerging Employment and Skills SPD has been through two rounds of consultation and will shortly be adopted. It is therefore relevant to the consideration of this proposal and should be afforded some weight.

## **12 Assessment of the Scheme**

### **Principle of Development**

- 12.1. The principle of development of this site as an employment site to accord with the terms set out in Policy C4 has been long established in the development plan for the borough. The Lancashire Structure Plan 1991-2006 identified a regional business location in the area of Farington, Cuerden, and Lostock Hall. The precise area was subsequently identified in the original South Ribble Local Plan of 2000 as an area to attract inward investment. The former North West Regional Spatial Strategy (2008) also identified Cuerden as a regionally significant site.
- 12.2. In the current development plan the site is identified in the Central Lancashire Core Strategy (Policy 1) as a Strategic Site for regionally significant employment. This identification is further developed in the current South Ribble Local Plan where the site

is allocated as an employment led major site for development under Policy C4. Policy C4 does, however, allow for alternative uses such as retail, leisure and housing, where it can be demonstrated that they help deliver the employment uses on this strategic site.

- 12.3. The principle of the site coming forward to assist significant economic development has therefore been established for some time.

## **Compliance with Policy C4 in the South Ribble Local Plan**

- 12.4. Policy C4 of the Local Plan provides the key policy to assess the principle of the development of the site. Policy C4 solely relates to the Cuerden Strategic Site. Policy C4 is a positively worded policy which states that planning permission will be granted provided that a number of criteria are met.
- 12.5. The first criteria requires there to be a masterplan for the comprehensive redevelopment of the site. Such a masterplan for the site was adopted by the Council in April 2015 and provides a framework against which future planning applications can be considered. The Masterplan was developed through discussion with landowners, statutory consultees and other stakeholders and through public consultation. It sets out a fully integrated and comprehensive development. The masterplanning process considered key drivers for the site including access and movement, highways improvements, sustainable transport, design principles, green space, viability and relationships to existing residential areas. The resulting spatial framework and Masterplan sets out the mix and layout of uses considered appropriate for the site together with primary and secondary access arrangements and indicative locations for green open space and plantation replacement landscaping.
- 12.6. The second criteria requires that any proposal has a phasing and delivery schedule. The third requires there to be an agreed programme of implementation in accordance with the adopted Master Plan and Design Code. Both of these criteria are covered in the documents submitted in support of the proposal and discussed in more detail in the phasing and infrastructure sections of this report.
- 12.7. Additionally the policy provides for the inclusion of alternative uses such as retail, leisure and housing as “enabling development”. However, such provision should be limited to that which is proven to be necessary to fund essential infrastructure. Furthermore, any main town centre uses will need to meet the sequential and impact tests in the NPFF, Core Strategy and Local Plan. The next two sections consider the policy requirements.

## **Town Centre Uses**

- 12.8. The Council has commissioned White Young Green (WYG), consultant retail planning specialists, to provide specialist advice in respect of the acceptability of proposed town centre uses.
- 12.9. In support of the application the applicant has submitted a retail and leisure assessment. In addition there has been exchange of correspondence between the applicant and WYG including a sensitivity test of the retail impact.

- 12.10. WYG have provided an objective appraisal of the proposals against the sequential approach to development outlined in paragraph 24 of the NPPF. It also considers the likely impacts arising from the development as set out in paragraph 26 of the NPPF.

#### *Sequential Test*

- 12.11. The sequential test is based upon looking at available sites in town centres first followed by edge of centre locations. Out-of-centre sites are only considered if there are no suitable sites within or on the edge of centres.
- 12.12. WYG advise that important factors in the consideration of the sequential test are: the need to disaggregate; the area of search; and the centres to be considered. WYG refer to a number of recent Secretary of State decisions on how the sequential test should be applied. WYG proceed on the basis that it is reasonable for non-main town centre uses to be separated from the remainder of the application. Therefore the sequential test should be on the basis of only looking for an alternative site able to accommodate the retail, hotel, leisure and office elements of the proposal. These uses account for around 116,400m<sup>2</sup> of the proposal. A substantial site is therefore required.
- 12.13. Your officer's view in this case is if the town centre uses are disaggregated further to a series of smaller sites, it could have the potential to make the scheme unviable. The enabling development together with the employment uses together all on one site would therefore not be possible.
- 12.14. In terms of the area of search, the applicants assess potential alternative sites within South Ribble, Preston, Chorley and Blackburn administrative areas. WYG consider that this is an appropriate area of search for such a development. The applicant discounts assessing whether the scheme could be located within district and local centres on the basis that the size of scheme would be inappropriate for such a small size of centre in the hierarchy. Whilst the NPPF does not provide a scale test, WYG have reviewed the area and are unaware of any sites within or adjacent to lower order centres in any event.
- 12.15. The applicant identifies 11 sites within its area of search for assessment that are of sufficient size to be considered as potential alternative sites. These sites, including Horrocks Quarter (Preston), Botany Bay (Chorley), the former Waves Leisure Centre (Blackburn) and Thwaites Brewery (Blackburn), are all discounted by the applicant due to the sites not being suitable, available, viable or sequentially preferable (or a combination of those reasons). WYG do not consider there to be any other suitable locations and concurs with the assessment of the sites undertaken by the applicant. Accordingly, WYG conclude that the proposal is compliant with the sequential test in paragraph 24 of the NPPF and that it is consistent with Policy C4 of the Local Plan. Your Officers agree with this view.

#### *Impact Test*

- 12.16. The two key elements of the impact test require an examination of; the impact of the proposal on existing, committed and planned public and private sector investment in centres within the catchment area; and the impact of the proposal on town centre vitality and viability.

- 12.17. With regard to the assessment of impact on existing, proposed and committed schemes consideration has been given to the following:
- Market Halls Preston
  - Horrocks Quarter Preston
  - Cottam District Centre, and
  - Market Walk, Chorley
- 12.18. With regard to Market Halls, Preston the extant permission provides for a cinema, Class A3 and A4 cafe and restaurant uses, and a Class A1 kiosk, together with car parking and servicing. The Class A1 kiosk provides just 39m<sup>2</sup> of net retail floorspace. As such, the Markets Quarter development is largely dissimilar to the Cuerden application proposal. The two schemes will therefore not have any substantial overlap in terms of their role and function.
- 12.19. The Horrocks Quarter site has been the subject of a succession of planning permissions in recent years. Planning permission reference 06/2012/0279, which was granted planning permission on 9 January 2015 provides for a maximum amount of comparison goods (non-food) shopping floorspace of 8,415m<sup>2</sup> (gross) and 3,900 m<sup>2</sup> gross within a new supermarket. A smaller Aldi supermarket has recently been completed in this locality which means that the larger consent is unlikely to be implemented
- 12.20. Elsewhere in Preston the proposals for Cottam District Centre provide for retail floor space of 3,056 m<sup>2</sup> net in the form of a foodstore. It is therefore considered that this floor space would provide for local day to day needs and is therefore a different offer to that of Cuerden.
- 12.21. Turning to Market Walk Chorley. There is an extant planning permission at the Flat Iron Car Park for 7,232 square metres gross floorspace, with one unit to be occupied by a cinema, three units by leisure/restaurant uses, two units by comparison goods retailers, and one unit by a convenience goods retailer. Marks and Spencer Foodhalls, TKMaxx and Reel Multiplex Cinema have already been announced as committed occupiers for the development accounting for around 75% of the floorspace. It should be noted that the scheme is anchored by a cinema which is not one of the uses applied for on Cuerden and the pre-lets account for the majority of the floorspace. Furthermore work on the development is happening at the time of writing this report with a view to completion in 2018. It would appear that the developer and prospective tenants at Market Walk are proceeding in full knowledge that substantial retail development may come forward at Cuerden.
- 12.22. WYG, having assessed the applicants report, believe that the proposed development at Cuerden would therefore be unlikely to have a significant adverse impact on planned and committed investment at Preston, Cottam or Chorley.
- 12.23. WYG believe that the magnitude of trade diversion at each of the three town centres which equates to additional impact of around 3%, would be such that it could not be deemed "significant adverse" even when considered in the context of cumulative impacts arising from commitments.

- 12.24. The second element of the impact test relates to the proposal's effect on town centre vitality and viability. WYG's initial assessment of the applicant's retail impact identified significant concern with regard to the following areas:
- Assumed turnover of the application proposal
  - Inflow from outside the study area
  - Assumed patterns of trade draw and diversion
  - Cumulative impacts, and
  - Impacts arising from other main town centre use floorspace
- 12.25. In July 2017 the applicant submitted additional analyses. The assessments look at a date of 2022 which is five years from the submission of the development and also has a very wide study area. The study area stretches from Blackpool in the west to Nelson in the east and from Wigan in the south to Dolphinholme in the north. WYG consider that this is an appropriate area where the vast majority of trade will be drawn from.
- 12.26. Through the sensitivity test analysis submitted by the applicant the turnover of the proposal is identified. For IKEA this revised position estimates an annual turnover of £60M in 2022. WYG consider this figure to be more reflective of the average turnover for IKEA stores. The position of accepting the below national average turnover for IKEA, is due to good existing coverage of the North West by IKEA stores (Warrington and Ashton-under-Lyne) and the position of the site. Also the fact that the average comparison goods retail expenditure per person in the defined catchment area is 14% below national average. Figures are also provided for the other retail units making use of data for potential occupiers such as Marks & Spencer and Next. Within the outline element of the proposal there is also shown a foodstore and assumptions have been made of turnovers based on an operator such as Aldi or Lidl.
- 12.27. The assessment above also included taking into account existing commitments such as Queens Retail Park in Preston, the extant consent for the subdivision of the B&Q at Bamber Bridge, and Flat Iron in Chorley. This therefore allowed robust assessment.
- 12.28. Turning to trade draw, WYG originally felt that the applicants were too optimistic on drawing trade from peripheral areas of the study. In these areas there are likely to be other destinations where people would go to shop. The applicant's subsequent sensitivity analysis provides further analysis of this issue.
- 12.29. WYG analysis concentrates on the impact on the nearest centres to the site of Preston, Chorley, Leyland and Blackburn. The overall impacts of trade diversion to the proposal from the nearest centres are summarised in Table 1 below.

**Table 1: Overall Potential Impacts of Cuerden Proposal on Defined Centres**

Centre	Total Diversion to Cuerden (%)	Total Diversion After Commitments (%)
Preston	-6.1%	-10.5%
Chorley	-2.8%	+3.9%
Leyland	-2.8%	-9.4%
Blackburn	-2.9%	-3.4%

- 12.30. The total diversion after commitments includes commitments that are in place but not yet implemented, so for example, B&Q at South Rings has permission to allow subdivision to create a Morrison's store, which is not likely to happen. Therefore total diversion after commitments really represents a worst case scenario as it includes projects that are by no means certain to go ahead.

The biggest draw to Cuerden arises from Preston City Centre at -6.1%. For the other three centres this figure is less than -3%. The second largest cumulative impact arises at Leyland town centre at -9.4%. The estimated cumulative impact arising from Cuerden at Blackburn is just less than -3.5%. In Chorley's case the cumulative impact is actually a positive. This clearly shows the effect of Chorley's planned investment at Market Walk. One dynamic to this figure is the extant planning permission for the subdivision of the B&Q store at Bamber Bridge to provide a Morrison's food store. At the current time, there appears little prospect that this permission will be implemented. Whilst the cumulative figure for impact on Leyland is high this should be considered a worst-case position and of a lower risk.

- 12.31. With regard to the three centres of Leyland, Chorley and Blackburn WYG consider these to be performing well. Whilst Blackburn has a higher level vacancy rate WYG consider the centre to be generally vital and viable especially when considering recent investments in that centre. An impact of less than 3% for all of these centres is therefore considered to be acceptable in retail planning terms.
- 12.32. Turning to Preston, the impact of Cuerden is higher here than any other centre at -6.1% trade draw. The applicants and WYG have noted that the centre suffers a higher vacancy rate of 19.65%. WYG, however, note that the centre still trades very well and that there have been a number of new occupiers in the centre since early 2016 and there is a significant number of retailers with identified requirements for the Preston area. In 2017 it is estimated that the comparison goods turnover in Preston is £499.19M. In 2022 following the development of Cuerden the turnover of the centre is £498.56M. The trading performance of Preston is therefore similar to what it is today. There are a number of significant Secretary of State decisions in this regard such as Rushton Lakes and Scotch Corner where the Inspector considered that a design year trade draw similar to the current year's performance was acceptable. Given this, WYG conclude that the impact of the proposal on Preston would not undermine its health. This is on the basis that no significant retailers leave the centre of Preston to trade at Cuerden instead. A no poaching condition is proposed in this respect, please see conditions, this effectively means that stores from town centres will not be able to close to relocate to Cuerden.

- 12.33. Policy C4 requires assessment of other main town centre uses. The NPPF requires the assessment of retail, leisure and office uses. Policy C4 of the Local Plan also includes hotels in this assessment. WYG consider that the impact of such uses is not significantly adverse. Specifically in reference to office uses, whilst Cuerden has the potential to draw significant floorspace for offices, the market for out of centre office parks is felt to be very different to in-centre office provision.
- 12.34. WYG's view is predicated that no existing retailers relocate from an existing centre to Cuerden. The loss of a key anchor tenant in any one of Preston, Chorley, Leyland and Blackburn would be likely to harm the health of those centres. WYG considers there is a real prospect of operators taking stores at Cuerden and closing existing ones in centres. There is a local example of this whereby the Marks & Spencer store in the centre of Warrington is too close with Warrington being served by the out of centre facility at Gemini Retail Park. It has to be said, however, that the Marks & Spencer store at Gemini has been trading for a long time so it is not an immediate reaction by the retailer. To cover this risk, the applicant has offered a "no poaching" condition to be applied to any consent arising. This would mean that a retailer could not locate to Cuerden and close its existing store in the centres. WYG have recommended that this condition should cover Preston, Chorley, Leyland and Blackburn town centres. This should also relate to a period of twelve months prior to occupation of a unit at Cuerden and last for a period of five years from the date of occupation. There have been a number of instances of such conditions being used in planning permissions, including one locally at Skelmersdale.
- 12.35. Overall, WYG consider that impacts arising from the Cuerden proposal would not generate significant adverse impacts to existing centres. It is therefore considered that the proposal meets the relevant tests in policy C4 of the Local Plan.
- 12.36. Chorley Borough Council are currently processing an application in respect of redevelopment at 'Botany Bay', which is a site approximately four miles to the south-east of the Cuerden site. This proposes retail floorspace (Use Classes A1, A3, A4 and A5), employment floorspace (Use Class C1) and a crèche/nursery (Use Class D1) together with the provision of associated car parking, highway works, landscaping, infrastructure and ancillary development. Notwithstanding the fact that the representation from Chorley Borough Council, which is assessed below, does not cite impact upon the 'potential' Botany development as a justification for the mitigation sought, it should be noted that Counsel advice is that as the Botany Bay proposal is only at the application stage it is not a commitment and therefore in NPPF paragraph 26 terms it does not have to be taken into account in assessing the potential impact of Cuerden.

#### *Chorley Borough Council Objection*

- 12.37. Further to the detailed representations from Chorley Borough Council, South Ribble Council's retail consultants, WYG, were asked to provide a comprehensive response to the concerns raised. This response relates specifically to the concerns expressed by Chorley as to the potential impact of the proposed development on both committed investment in Chorley town centre (Market Walk) and on the vitality and viability of Chorley town centre as a whole. WYG advise that these comments should be read in conjunction with their earlier responses, and principally their August 2017 formal appraisal of main town centre use policy considerations.

- 12.38. WYG conclude by stating that they have reviewed Chorley's objection in detail and do not consider the matters raised by Chorley alter their detailed consideration or overall conclusions in respect of the implications of the proposal on Chorley town centre in particular. They consider Chorley's consideration of the potential impacts on Chorley town centre are overstated and do not reflect what is likely to happen in practice, given the qualitative different nature of the offer of the two schemes and current health of Chorley town centre. Whilst they acknowledge there will be an impact they conclude this could not be deemed significant. Furthermore, there is no evidence to suggest that any retailer has lost confidence in the proposed Market Walk extension despite very public knowledge that Cuerden may come forward. Recent press suggests that the scheme is progressing well, regardless of the fact that an application for Cuerden has been with SRBC since the end of January.
- 12.39. Additionally the imposition of a condition limiting the loss of retailers from nearby centres to mitigate against the proposal on Chorley town centre, will assist in ensuring that the impacts on the centre will not result in the relocation of a retailer from the centre to the proposed development.
- 12.40. WYG note that Chorley has requested a monetary contribution of £11.5M to be used towards public realm improvements in the town centre to offset the potential impact of the scheme on the town centre. In this respect they advise it is necessary to have regard to Regulation 122 of the Community Infrastructure Regulations 2010 (as amended) which indicates that such planning obligations may only constitute a reason for granting planning permission where they are:
- Necessary to make the development acceptable in planning terms;
  - Directly related to the development; and
  - Fairly and reasonably related in scale and kind to the development.
- 12.41. They do not agree that the contributions are required to make the development acceptable in planning terms from a retail policy perspective, as they are of the view that it is unlikely that the proposal will have a significant adverse impact on Chorley town centre, both in terms of vitality and viability as a whole and in terms of the Market Walk investment.
- 12.42. It is therefore clear from WYG's response as summarised above that there is nothing in the representation from Chorley to make them reach any different conclusions from those in their responses to us earlier in the application process. Clearly they are of the view in NPPF terms that the proposal will not have a significant adverse impact on Chorley town centre in terms of vitality or viability and in such circumstances the demand from Chorley for £11.5M cannot be legally justified having regard to Regulation 122 as above. Your Officers agree with the view of WYG in respect of Chorley's objections.

## **Viability**

- 12.43. The Council has commissioned Keppie Massie, consultant chartered surveyors to provide advice in respect of economic viability matters. One of the key material tests for the development of Cuerden (as required by Policy C4) is that it is clearly demonstrated that the enabling development in the form of retail, mixed uses and residential is required

to bring forward the site for economic development purposes. The applicant has submitted a detailed financial viability appraisal including a phasing plan with the application and has exchanged further detailed information with Keppie Massie.

- 12.44. Keppie Massie have produced a report for SRBC which provides a robust objective assessment of the financial viability of the site and tests the proposed mix of development against other forms of development. Keppie Massie have undertaken their assessment on the basis of the RICS note "Financial Viability in Planning" which represents best practice in dealing with viability matters. Paragraph 173 of the NPPF deals with viability matters and seeks to ensure that the costs of development, including requirements such as affordable housing, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable. This is further developed in the National Planning Policy Guidance Paragraph 024. In this regard the applicants consider that a competitive return for the development is 10% of cost of developing and that a competitive return for the landowner would be £4.5M.
- 12.45. The infrastructure works costs for the development are estimated by the applicant to be £36.1M. These works include: on and off-site highways and transport measures; services and utilities; attenuation and drainage; groundworks; structural landscaping; and site-wide landscaping. Around 92% (in terms of cost) of the infrastructure is assumed to be in place by the end of 2019 (Phase 3).
- 12.46. Other associated costs are also accounted for such as professional fees, planning, contingency and finance costs. These are estimated to be £9.5M.
- 12.47. The applicant's viability study also assumes a developer's profit of 10% of costs which equates to £4.51M. The existing site value is identified as £4.5M.
- 12.48. In terms of revenue from the development of the site it is assumed that the enabling development will generate £46.9M whilst the employment development will generate £19.2M. This provides a total revenue figure of £57.8M.
- 12.49. There is therefore a gross surplus of revenue over cost of £7.6 million from the proposal. This is then discounted back to the start of development at a rate of 4% providing a net present value of £4.5M. Furthermore the appraisal takes no account of the payment of Community Infrastructure Levy (CIL) which is presently estimated at £4,36m.
- 12.50. In regard to the payment of CIL South Ribble Borough Council are a formal partner in the Preston, South Ribble and Lancashire City Deal, along with Preston City Council, Lancashire County Council, the Lancashire Enterprise Partnership and Central Government. Lancashire County Council, on behalf of the partners, is the Accountable Body for the City Deal. The partners are working to deliver a major programme of employment and housing growth in the area and the Cuerden site is the largest single employment site in the City Deal. The City Deal partners have put in place binding arrangements to pool resources to deliver the infrastructure required to enable such growth. The partners have established a City Deal Infrastructure Delivery Fund (IDF) and the pooled revenue streams, including CIL, New Homes Bonus and business rates, are paid into the IDF. In relation to CIL, the CIL collecting authorities have agreed to pass any CIL collected on sites in the City Deal into the IDF.

- 12.51. The applicants accept that the detailed retail element (as well as the outline residential and retail elements) of the Cuerden Scheme will be liable for CIL. Cuerden Infrastructure is on the CIL Regulation 123 List. The development cannot therefore be expected to provide both the infrastructure on the CIL Regulation 123 list and pay CIL
- 12.52. Given this two options to deal with this are available: provision of infrastructure in lieu of payment of CIL; or payment of CIL. Provision of infrastructure in lieu requires a complex legal agreement such as that on the Lostock Hall Gas Works site. Given that the partners in City Deal and those involved in the Cuerden scheme are common then delivery of the infrastructure can be assured.
- 12.53. The appraisals submitted as part of the viability assessment treat CIL as a net neutral payment, ie there is no payment but 100% of the infrastructure will be delivered by the applicants.
- 12.54. The applicants have agreed to make a payment to SRBC in accordance with the standard payment and collecting arrangements for CIL. SRBC will then pass that CIL payment (less the SRBC administrative fee) to Lancashire County Council (as accountable body for City Deal) who will ensure that the payment is used as a contribution to the delivery of off-site highways improvements in relation to the Cuerden scheme.
- 12.55. Through discussions between the applicant and Keppie Massie, three other models have been tested: one with no enabling development; a second excluding the Phase 1 enabling area; and a third excluding the Phase 2 enabling area. The first alternative scenario assumes that the whole site would be developed for B1, B2 and B8 employment development. The outcome of that development is that there would be a deficit of -£81.9M. Alternative scenario 2 allows for enabling development apart from the current Phase 1 element. This would generate a deficit of -£65M. Finally, the third alternative scenario allows for the phase enabling development but no other enabling development. Scenario 3 would generate a deficit of -£13.2M. Therefore the three alternative scenarios all result in negative land values and hence do not provide the landowner with a competitive return and are therefore unviable.
- 12.56. Keppie Massie's report also includes advice from WYG, as quantity surveyors, who have advised on construction costs. In this respect WYG consider that the infrastructure costs for the development, particularly in relation to highways works, are higher than they consider reasonable. However, balanced against this WYG consider that the costs associated with services and utilities works may be understated. Overall Keppie Massie and WYG estimate of the build costs is that these are £38.8M which is higher than the applicant's figure of £36.1M. Keppie Massie also consider that the other costs applied are suitable benchmarks for the scheme's economic viability to be considered against.

Keppie Massie conclude that, in terms of viability, this amount of enabling development is necessary to enable the scheme to be viably developed.

## Preston, South Ribble and Lancashire City Deal

- 12.57. The Preston, South Ribble and Lancashire City Deal was the first of 20 second wave City Deals to be agreed and was signed in September 2013. The Lancashire Enterprise Partnership, LCC, Preston City Council, South Ribble Borough Council (SRBC) and the HCA are working together to deliver this hugely significant opportunity for the area.
- 12.58. New investment of £434M will expand transport infrastructure in Preston and South Ribble at an unprecedented rate, driving the creation of some 20,000 new jobs and generating the development of more than 17,000 new homes over the next ten years.
- 12.59. The Cuerden Strategic Site is named as a particular key project within City Deal. It is the main contributor to the commercial floorspace and jobs creation targets for City Deal. It is also a provider toward key infrastructure and will contribute to the homes target for City Deal.
- 12.60. It is therefore considered that this site is crucial to the delivery of City Deal, amongst other benefits providing much needed new homes and significant employment.

## Overall Design

- 12.61. Alongside the detailed plans submitted with the application there is also a Design and Access Statement, a Design Code and associated parameter plans. Given the size and significance of this scheme, the Council formed a Design Panel to scrutinise the scheme and appointed an Urban Design expert to provide critical advice during the process. Discussions on design matters have progressed through the pre-application stage and, during the consideration of the planning application, have led to improvements in the scheme. The Design Code follows the design principles which were set out in the Masterplan for the site.
- 12.62. Paragraphs 56 to 64 of the NPPF provide guidance on design matters. It is clear that the NPPF places great weight on design matters. Paragraph 56 of the NPPF advises that "*good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.*"

### *Design Panel*

- 12.63. Paragraph 62 of the NPPF suggests that, for major schemes, a design review panel should be set up "*to provide assessment and support to ensure high standards of design*". With this in mind, a Design Panel was formed to test and review the design aspects of the proposal. The panel included the Council's Planning Manager, Assistant Planning Manager, Regeneration Manager, a Planning Officer and Jerry Spencer who is an urban design specialist. The panel has met several times during the course of the consideration of the application and this has been run on a workshop basis including the attendance of the applicant's architects, DLA.
- 12.64. Through this process the design panel identified that the following were weak elements of the proposal and could be improved:

- The Design Code was lacking in detail to enable proper consideration of future detailed phases;
- Connectivity across the site for pedestrians and cyclists;
- Some areas of the landscape treatment including loss of trees;
- The proximity of the IKEA unit to the A49 Wigan Road boundary;
- How some areas of the public space were formed

- 12.65. It should be noted, however, that for the majority of these comments they related to the part of the proposal that is in outline and therefore the plans in this regard are illustrative only. Nevertheless, the applicant's architects, DLA, have sought to address some of these points on both the detailed and outline elements of the scheme.
- 12.66. The Design Code is discussed separately below. Connectivity has now been improved across the site by the inclusion of additional crossing points for pedestrians and cyclists in key locations and the repositioning of some of the routes to better locations which are more overlooked. The repositioning also means that routes are further away from the existing residents on the site at Stoney Lane and Old School Lane. The layout of paths and cycleways on the site now enables the ability for people to go on circular recreational routes which would be a big benefit for workers and residents on the site.
- 12.67. With regard to landscaping, this has also been revised. The key change is shown in the illustrative layout for the area adjacent to Stanifield Lane at the southern element of the site. There was the opportunity here to adjust the layout and provide a wider landscaping belt which has the benefit of saving a number of existing trees. Elsewhere on the site there have been more minor amendments to the landscaping, including around the A49 Wigan Road boundary.
- 12.68. On the A49 boundary the IKEA store is within 7 to 10M of the public highway. The IKEA store is two storeys high and includes undercroft car parking which means the top of the store is 17M high. It is a large box-like structure. In plan form the proximity of the store to this boundary appears very close and there is concern that the impact of the size of such a unit in such close proximity to the road would be detrimental to visual appearance of the area. The applicant's architects have provided further analysis of this including cross sections and Computer Generated Images (CGI) of how this might look in reality. These assist greatly in the consideration of this important boundary. From the cross sections it is important to note that the site level where the IKEA store is situated approximately 3M below the road level. This means that the height of the building appears lower from the road. Furthermore, the CGI taken from both the north and south of the site, as though you were travelling in a vehicle along Wigan Road, provide a visual appearance of the store some 15 years after construction. From the south there is an extensive band of mature trees which means you cannot see the store until you get to the staff access point at the rear of the store. From the northern side as you emerge from the tunnel under the M65 you would get a wide view of the store frontage and the car parking in front. Some new landscaping is proposed in this area which, once matured, would break up the visual impact of the store. There is also some planting adjacent to the store side which, once mature, would also break up the blank elevation. Elsewhere in this report we also discuss the viability of the scheme where it is demonstrated that this level of retail is required for the site to come forward. This must be an important consideration in the planning balance of this scheme. Your Officers view is therefore, that on balance, the impacts on Wigan Road are acceptable in planning terms.

## *Design Code and Parameter Plans*

- 12.69. Paragraph 59 of the NPPF encourages local authorities to make use of design codes to help deliver high quality outcomes. The NPPF does, however, require that such codes should not be overly prescriptive. Equally the production of a design code is a requirement of Policy C4 of the Local Plan.
- 12.70. The Design Code and the associated parameter plans are important documents in shaping how the site looks and feels in the future. To this end the applicant has submitted a Design Code and parameter plans to assist in shaping the site as it is developed over a number of years. Planning Committee are being asked to adopt these documents for development management purposes.
- 12.71. Four parameter plans were submitted with the planning application and these should be read in conjunction with the Design Code. The parameter plans cover the following topic areas:
- Parameter 1 – Development Plots
  - Parameter 2 – Land Use and Quantum
  - Parameter 3 – Building Heights
  - Parameter 4 – Access
- 12.72. With regard to Development Plots, this is shown in Parameter Plan 1. The plan shows that there are five plots. This is further development in Parameter Plan 2 which identifies the uses and proposed quanta within those plots. Plot 1 to the northern side of the site is identified for offices to a maximum floorspace of 26,000m<sup>2</sup>. Plot 2 is within the centre of the site and is identified as a mixed use area of retail, hotel, gym, car showroom and a crèche/nursery. The total floorspace in this area would not exceed 20,000m<sup>2</sup>. To the southern part of the site is an area identified for business use to a maximum floorspace of 80,000m<sup>2</sup>. Plot 4 relates to the eastern portion of the site and provides for retail, restaurants, and cafés to a maximum floorspace of 65,800m<sup>2</sup>. Finally the north western corner of the site, Plot 5, provides for a residential area up to a maximum number of 210 units.
- 12.73. Parameter Plan 3 provides information on building heights within the five plots. This is summarised in the table below:

**Table 2: Building Height Parameters**

<b>Use Class</b>	<b>Max Building Height</b>
Development Plot 1 B1/A2	22.15
Development Plot 2 A1/A3/A4/A5/C1/D1/D2/Sui Generis	20.00
Development Plot 3 (West) B1/B2/B8	18.65
Development Plot 3 (East) B1/B2/B8	24.70
Development Plot 4	Refer To Detail Plans
Development Plot 5 C2/C3	13.700

- 12.74. Access to the plots and within the site is illustrated in Parameter Plan 4. This includes provision for vehicles, pedestrians and cyclists. Access is discussed in more detail elsewhere in this report.
- 12.75. The Design Code was reissued in July 2017 following extensive discussions to address any concerns raised by the Design Panel. The Design Code will serve as a technical document to ensure high quality development for future phases of the Cuerden site. The purpose of the Design Code is not to be strictly prescriptive for future phases. It needs to be flexible to address the form and content of future phases. The Design Code will establish high quality, sustainable design aspirations to ensure consistency across the site. It establishes key development-wide aspirations and also provides design guidance in more detail for individual character areas. The character areas are: retail; mixed use; residential; employment north; and employment south. The Design Code has been prepared in such a manner so if the mix of uses in locations changes then the character area description is flexible enough to deal with this. For each character area the following design aspirations are discussed:
- Street Types (hierarchy, footpaths, bridleways, cycleways)
  - Block Principles (access, frontages, car parking, refuse/servicing)
  - Plot Form (plot size, width, adaptability, building envelope)
  - Boundary Treatment/Landscaping/Drainage
  - Building Types and Uses
  - Density and Building Height
  - Open Spaces and Heritage Assets
  - Environmental Standards (BREEAM and Energy Efficiency)
  - Building Materials and Features (architectural detailing/principles)
  - Design codes summary
- 12.76. The initial Design Code submitted with the application was found to be lacking in detail by the Design Panel. Following discussions and meetings with the applicant the revised Design Code (July 2017) provides for a more robust document to assist in managing the design on future phases of the development. Equally it allows for flexibility so that the Design Code does not harm the potential for future phases to come forward. Council officers therefore consider that the submitted Design Code is appropriate and should be adopted by the Planning Committee for development management purposes, to assist in decision-making on future planning applications in respect of the site.
- 12.77. It is considered that on balance the design of the proposal is of a high quality, provides some significant benefits, and the revised Design Code together with the parameter plans provide an appropriate mechanism to shape the remaining elements of the site.

## **Landscape, Public Open Space and Green Infrastructure**

- 12.78. Policy G8 of the Adopted South Ribble Local Plan 2015 encourages the future provision of additional green infrastructure and green infrastructure networks to extend existing provision. All developments are expected to provide:

- Appropriate landscape enhancements;
  - Conservation of important environmental assets, natural resources, biodiversity and geodiversity;
  - For the long-term use and management of these areas; and
  - Access to well-designed cycleways, bridleways and footpaths (both off and on road) to help link local services and facilities.
- 12.79. The overall landscape strategy for the site has been developed in line with the adopted Masterplan. Proposals are included for both the full application and the areas applied for in outline. These are at differing levels of detail but the two levels are intended to work together and are based on an overall strategy.
- 12.80. The strategy is centred on the provision of a well-connected, multifunctional green infrastructure to enhance the character of the scheme and create a unifying element throughout the development. This comprises:
- A linear park and green corridor running through the Site.
  - The linear park will link through to a retained and enhanced Stoney Lane
  - Development plot indicative open space
  - Development plot detailed landscaping and open space
  - Boundary treatments
- 12.81. Green infrastructure includes native tree and scrub planting, ornamental tree and shrub planting, retained vegetation, meadow grass areas, ponds/wetland and ecological features.
- 12.82. A core part of the landscape scheme is the provision, as part of the first phase of the scheme applied for in Full, of a linear park providing a significant green corridor running through the site providing structural planting and green usable space. This green corridor will provide a buffer between existing properties along Old School Lane and Stoney Lane and the proposed retail, mixed use and employment uses. The loss of the existing plantation will be replaced by new native trees within this green area, together with additional trees and shrub planting. This will create new woodland blocks that will include a variety of native species planted at varying sizes. The existing perimeter hedgerows are retained where possible and replaced by new planting if it is necessary to remove them.
- 12.83. Wetland drainage ponds together with wildlife ponds will provide both landscape and habitats within the green infrastructure
- 12.84. One of the core principles of the NPPF is to "actively manage patterns of growth to make the fullest use of public transport, walking and cycling and focus significant development in locations which are, or can be made, sustainable." It is considered that the proposed layout offers maximum permeability for pedestrians and cyclists. Within the linear park a 3M wide shared cycle and footpath will provide off-road, safe routes through the site. Connecting into the north-south linear park the cycle and pedestrian crossings link across to Stoney Lane where the existing tree avenue is retained and the existing bridleway will be improved to a 3M wide shared public right of way. These core pathways will link it to other pathways created across the site enabling a network of walking/cycling opportunities. The green infrastructure and cycling/pedestrian facilities will link to other pathways, parks and green infrastructure in the surrounding area. Two Public Rights of

Way, FP8 and FP12, within the Site will be affected by the proposed development. Both the Highways Authority and Public Rights of Way officers have highlighted that these will be potentially dangerous if retained in their current form. It is therefore proposed within the scheme layout that these be diverted to link better with green space provision within the site and pathways off-site. Public Right of Way diversion procedures are being undertaken in relation to this.

- 12.85. All of the landscape/green infrastructure features will be actively managed by the applicant's managing agents to ensure that the overall landscape structure remains viable in the long term.

## **Character and Appearance**

### *Design*

- 12.86. This assessment seeks to consider impacts – both beneficial, and of detriment to the local area – resulting from development of the Cuerden site. It should be noted, however, that this assessment has been made with the landscaping and buffer assumptions of *Green Infrastructure Masterplan 2016-152-9101* (in association with accompanying landscape documentation) in mind. Landscaping Masterplan 9102 does not show landscaping to the same extent – particularly along the western boundary, but as this part of the site is in outline only, complete landscaping options would be explored in more detail at the Reserved Matters application stage. Full consideration has been given to both visual sensitivity and landscaping of the retail and leisure element. In principle, and bearing this comment in mind, retention of existing, and proposed landscaping, screening and buffering options appears to be more than acceptable.
- 12.87. Local Plan Policy G17 (Design Criteria for New Development) seeks to ensure that new development relates well to neighbouring buildings and the extended locality, that layout, design and landscaping of all elements of the proposal are of a high quality; providing interesting visual environments which respect local character, reflect local distinctiveness, and offer appropriate levels of parking and servicing space in line with Policy F1 (Parking Standards) of the same document. Core Strategy Policy 17 (Design of New Buildings) effectively mirrors these criteria, and whilst more akin to residential extensions, the South Ribble Residential Extensions Design SPD is relevant at this stage in terms of prescribed spatial separation.
- 12.88. In consideration of the above, local distinctiveness and character of the area have been assessed. This part of the borough is semi-rural, generally 'green' in nature and comprises properties in a range of style, size and use; it does, however, become increasingly urbanised towards the northern edge of the site where the settlement of Lostock Hall meets the existing South Rings and Sainsbury's retail developments. Although actual design criterion have not at this juncture been proposed, existing and suggested site screening would ensure that impact by way of visual intrusion to and from the site would be negligible. A condition imposed at Reserved Matters stage to require pre-commencement agreement of proposed materials will, however, allow the LPA to ensure that materials relate well to the local area.

- 12.89. In terms of the detailed design of the development, Paragraph 61 of the NPPF states that, ‘although visual appearance of individual buildings are important factors, securing high quality and inclusive design goes beyond aesthetics. Planning decisions, therefore, should address the integration of new development into the natural, built and historic environment’. Paragraph 65 goes on to state that ‘local planning authorities should not refuse planning permission for developments which promote high levels of sustainability because of concerns about incompatibility with existing townscapes’. This particularly sustainable site is within easy reach of both community and public transport facilities, sits well within its own environment and would, where possible, retain and augment existing green infrastructure.
- 12.90. Whilst a full site assessment would be made at the Reserved Matters stage, without prejudice the illustrative framework plan (2016-152 /102L) does demonstrate that a development of this size can be accommodated on this site without resulting in a detrimental impact on the character and appearance of the area through overdevelopment and intensification of the urban fabric

#### *Impact of Development on Neighbouring Properties*

- 12.91. The closest residential properties to the Full part of the application are Dixons Farm (260m from the north-east corner) and ‘Banastres at Bank’ (170m north of boundary with leisure/retail area). Properties exist more than 260m to the south but are separated by deep tracts of open land. Although increased traffic generation might be something of an issue, detrimental impact to these properties already situated within close proximity to a busy commercial area and which would be at least 570m from the proposed eastern access is otherwise considered limited.
- 12.92. Residential properties within the immediate vicinity of the ‘outline’ section of the site are numerous, but sporadically placed. These are summarised as follows.
- Densely populated residential estates and a handful of individual properties sit beyond Lydiate Lane to the south of the site at between 230m and 340m spatial separation; the vast majority screened by mature woodland, arable land and Lydiate Quarry. Clayton Farm is the exception at 118m from the proposed southern boundary
  - Facing across Stanifield Lane are a number of commercial and residential properties located within 10m of the proposed western site boundary, and approximately 60m from suggested commercial units. All but White Cottages at the junction with Fowler Lane are protected by very deep, mature planting, or their own siting back from the road at more than 150m distance; the blank gable wall to White Cottages faces the quieter, rear elevation of identified units. The proposed western access would immediately face Fowler Lane but will not affect this cul-de-sac by way of through traffic.
  - Properties on Stoney and Old School Lanes – including a small approved, but unconstructed, residential development at Brookhouse Farm – would be surrounded by, yet sit outside of the proposed site boundary. ‘Glenfern’ and ‘Mayflower’ (north-western side of Old School Lane) would project into the proposed residential development area; abutting development in the north and south. Brookhouse Farm

and its approved housing scheme (north of Stoney Lane, adjacent western site boundary) would be subject to a similar situation albeit abutting commercial rather than housing development on its southern side. 'Elmar', 'Walmsleys' and 'Fieldside' would face proposed residential across Old School Lane, with commercial properties separated by soft landscaping approximately 30m – 80m at the rear (east). 'Old School House' and 'Pickering's' face existing properties and are screened by existing landscaping to the rear; beyond which commercial premises are indicated at 65m and 80m respectively. Suggested spatial separation to residential properties in the west would be a minimum of 10m – mostly across Old School Lane itself. Indicative and existing landscaping, however, should prevent any loss of privacy or overlooking to these properties, and whilst it is assumed that proposed residential would be of a similar height and scale to that which already exists, such assumptions would be verified during the Reserved Matters stage. Issues of noise and air quality have been separately assessed with reference to existing residential properties.

- Facing the north-western (residential) part of, but separated by the major road network from the Cuerden site are a number of well-spaced properties in a variety of use. These include residential and farm premises, St Catherine's Hospice which is set 210m back from the roadway within its own secluded grounds, and St Catherine's Park; a recently upgraded piece of community open space. Taking into account the existing busy situation it is considered that the proposed, but indicative, scheme is unlikely to be too impactful upon the occupants of these properties. In fact, expansion of commercial and retail elements might offer opportunities to the Hospice in terms of community engagement and partnership/fundraising collaboration with new businesses who wish to align themselves with the local area.
- It must be acknowledged that congestion or increased traffic generation resulting from the scheme might be detrimental to properties skirting or within the site. Such matters however have been separately assessed within this report (see below), and would be subject to more prescribed scrutiny during future application processes. It is possible also that measures to augment the road network on the back of this development might serve to resolve existing issues to the betterment of the area.

12.93. Although inter-relationships with existing neighbouring properties would be fully assessed as part of the Reserved Matters application, in principle separation appears to accord well to the sentiments of the South Ribble Residential Design Guide SPD.

12.94. In sustainability terms, the offer also benefits from the facilities set out below.

12.95. *Community Facilities* – There are five primary and six secondary schools within one and two miles respectively of the proposed residential element, and three of each doctor's surgery and dentists within 1m. Leyland, Bamber Bridge and Lostock Hall railway stations lie between 0.5 and 2.4 miles away from the retail and leisure centre to the west of the site, and a bus route (three stops) runs along the length of Stanifield Lane for immediate access into both proposed employment and residential phases; the closest bus stop being only 600m from the retail/leisure centre. Cuerden Valley Park is also present approximately 10m across Wigan Road (A49) from the eastern boundary, offering some 'breathing space' to all users of the development

- 12.96. Although, at this stage, proposals are on the whole indicative, sustainable, green transport options from outside and within the site appear to be more than acceptable.

## **Minerals Planning**

- 12.97. The development site is adjacent to a sand extraction quarry at Lydiate Lane. This is an allocated minerals site in the Lancashire Minerals and Waste Core Strategy (IWR2). The development site is also partially covered by a Minerals Safeguarding Area which is designated in the adopted Lancashire Minerals and Waste Local Plan under Policy M2. Due to this designation the applicants have submitted a Minerals Resource Assessment which has been assessed on behalf of the Council by Urban Vision.
- 12.98. The Minerals Resource Assessment submitted by the applicant provides evidence on how the proposal meets the requirements of the Lancashire Minerals and Waste Development Plan particularly with regard to policy M2 on Minerals Safeguarding Areas. The purpose of the MSA is to ensure that the presence of mineral resources is both adequately and effectively considered in land-use plan making to avoid the sterilisation of mineral resources 'needlessly'. The presence of a MSA does not necessarily preclude other forms of development being permitted nor confer any presumption that the mineral will be worked.
- 12.99. The submitted Minerals Resource Assessment considers that approximately 40% of the mineral resource cannot be feasibly and viably extracted due to the presence of overburden, geometry of excavation and groundwater level. Furthermore the full extraction of the feasible mineral ahead of the proposed development is considered to be impractical with an estimated 16 years anticipated for this process to occur.
- 12.100. Urban Vision have been appointed by SRBC to review the evidence submitted by the applicant and they conclude that the assessment is robust and contains valid reasoning why the MSA designation should not prevent development of the site.

## **Economic Development**

- 12.101. The three local authority districts of South Ribble, Chorley and Preston function as one integrated local economy, housing market area and travel to work area. The Central Lancashire Core Strategy sets out a strategy for the sustainable growth of the area. Policy 9, Economic Growth and Employment, allocates the Cuerden Site for major development for employment with regional significance. Policy 1 endorses the Cuerden Site as a Strategic Site for employment at the sub regional level. Chapter E of the South Ribble Local Plan seeks to deliver economic prosperity. The long term sustainability of South Ribble is seen as being dependent on developing the local economy and providing enough jobs for existing and future generations. This includes raising the skills and employment opportunities of the borough within the sub region of Lancashire and the wider North West region. Cuerden Strategic Site is identified as being particularly important to this. Chapter C of the Local Plan sets out a series of Major Sites for Development. Policy C4 identifies the Cuerden Strategic Site as an employment led site. It goes on to state that Cuerden is a sustainable and strategically significant site capable of stimulating economic growth in Central Lancashire and the wider Lancashire sub region with the potential to attract significant inward investment.

12.102. Ensuring sustainable development is fundamental to the NPPF. There are three dimensions defined by the NPPF, describing the role of the planning system in sustainable development:

- Economic: the planning system plays an economic role by ensuring that an adequate amount of land of the right type is available in appropriate locations at appropriate times to support growth and innovation.
- Social: the planning system plays a social role by supporting strong, vibrant, and healthy communities. It does this by ensuring a sufficient supply of housing for the needs of present and future generations alongside accessible local services. This reflects the community's needs and supports its health, social and cultural well-being.
- Environment: the planning system plays an environmental role by protecting and enhancing the natural, historical and built environments

12.103. Cuerden Strategic Site has been identified in planning and economic development policies and strategies for many years regionally, sub-regionally and locally as the single largest new employment development site in Central Lancashire.

12.104. Lancashire's Strategic Economic Plan (SEP) sets out an ambitious growth programme for Lancashire focusing on an "Arc of Prosperity" running through the County. This includes Central Lancashire and the Preston, South Ribble and Lancashire City Deal area within which the Cuerden site is located. By focussing on identified key sectors and the economic and spatial relationships between them, the SEP seeks to create 50,000 new jobs, 40,000 new houses and add 33 billion pounds of additional economic activity to the Lancashire economy over a ten year period. It creates an overarching framework for economic success and is currently delivering an integrated package of infrastructure, investment and skills and employment priorities.

12.105. A key element of this is the delivery of the City Deal. A City Deal for the South Ribble and Preston area was agreed with the South Ribble and Preston authorities, LCC, the LEP and the HCA and was signed by Government in 2013. The Preston, South Ribble and Lancashire City Deal is taking forward £434M 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 ten year period. The Cuerden Site is one of the cornerstones of the Deal in terms of delivering commercial investment and jobs.

12.106. The proposed development of the Cuerden Site will bring significant economic benefit by generating investment and securing substantial job numbers through both the construction and occupation of the Site. These have been assessed, appraised and quantified through an Economic Benefits Statement by Regeneris Consulting and by Jones Lang Lasalle and Lambert Smith Hampton in an Employment Land and Market Commentary.

### *Construction Benefits*

12.107. Given the scale and the mix of uses proposed at the site, as well as the infrastructure requirements, there will be significant construction employment and construction supply chain opportunities arising throughout the site's development phases.

12.108. It is estimated that around 2,900 full-time equivalent (FTE) person years of construction employment could be supported, both on-site and off-site in the construction supply chain. Based on a development period of approximately 18 years, this equates to an average of around 150 FTE temporary construction jobs each year. However, this average varies given the phasing of the construction activity. For example, peak construction activity is between 2018 and 2019, where on average 640 FTE temporary construction jobs are supported each year. The average over the first ten years of development activity is around 250 FTE temporary construction jobs.

#### *Occupation of the Site – Employment Area Benefits*

12.109. Once the Cuerden Strategic Site is fully developed out and occupied, around 4,600 gross FTE jobs will be located at the site, generating approximately £240M of GVA per annum for the Central Lancashire economy.

12.110. The key employment areas of the site contribute in the following ways:

- The retail and food beverage area supports 1,310 gross FTE jobs and generates approximately £57M of GVA annually.
- The mixed use area supports 300 gross FTE jobs and generates approximately £12M of GVA annually.
- The employment north area, which focuses on modern office floorspace, supports 1,690 gross FTE jobs and generates approximately £89M of GVA annually.
- The employment south area, which focuses on light industrial, manufacturing and storage and distribution uses supports 1,310 gross FTE jobs and generates approximately £83M of GVA annually.

## **Employment and Skills**

12.111. Employment skills are a key priority across Lancashire, Central Lancashire and South Ribble. Creating employment, and ensuring local people can access that employment and have the skills to do so is critical to ensuring the prosperity of our communities.

12.112. Partnership working through LEP and City Deal skills and employment bodies is ongoing to ensure that employment skills issues are prioritised and acted upon to make a real difference and to maximise opportunities coming forward.

12.113. The proposed development of Cuerden Strategic Site with its high job and investment numbers and its range of employment, retail and construction opportunities provides a key opportunity.

12.114. An Employment Skills Statement has been submitted in support of the application. This sets out the skills and employment approach, priorities and governance arrangements in Lancashire, Central Lancashire and South Ribble. It goes on to consider how these support the Cuerden Site in Lancashire and South Ribble, and how it can be ensured that arrangements are in place to maximise the potential of the Cuerden Site.

12.115. It is proposed that developers and occupiers of the Site will produce and implement Employment Skills Plans in line with the planning, economic and social value priorities set out at all relevant levels and in partnership with relevant stakeholders. These will be secured by condition and will set out the employment skills opportunities for both the construction phase of the development and those presented by occupation and operation of the businesses. Each plan will provide information on the employment and skills measures that will be provided for local people. While each plan will be developed individually and tailored to the particular organisation and activities it relates to, the following criteria will be considered:

- Creation of apprenticeships
- Recruitment through Job Hub and Jobcentre Plus and other local employment vehicles.
- Work trials and interview guarantees.
- Vocational training (NVQ).
- Work experience (14-16 years, 16-19 years and 19+ years)
- Links with schools, colleges and university
- Use of local suppliers
- Supervisor training
- Management and Leadership Training.
- In-house training schemes
- Construction Skills Certification Scheme Cards
- Where appropriate, support with transport, childcare and work equipment.
- Social value outcomes

12.116. The scale and prominence of the Cuerden Strategic Site is such that it provides the opportunity to be an exemplar for good practice in employment skills delivery. It is intended, therefore, that headline key performance indicators (KPIs) will reflect this ambition for the site. A large number of organisations will be involved in developing and operating the development in its entirety. These organisations will be required to work with the LPA, employment skills coordinators and any other relevant partners to agree, set and deliver challenging but realistic KPIs. This will be secured by condition. Early engagement with operators and contractors will enable this to be taken forward and for the measures and activities to "read across" the site where possible in an integrated way. Core sectors such as retail will work individually and collectively to provide a coordinated employment skills offer for the site and to make appropriate connections to the wider adjacent retail sector.

12.117. IKEA have provided an overview of their employment skills measures. They have also set out their intention to engage on these and to produce a detailed implementation plan in liaison with relevant partners. Eric Wright Group have also set out headline KPIs. Again these provide a framework for building on and agreeing detailed measures and delivery.

12.118. It is intended that LCC will provide a named Cuerden Strategic Site employment skills coordinator who will liaise with developers and occupiers, relevant groups and leads with the City Deal Skills and Employment Governance Structure, the LPA and other relevant partners. The broad role and scope of the Coordinator is set out in the Statement.

12.119. It is considered that the submitted Employment Skills Statement recognises the importance of the Cuerden Strategic Site and the potential for securing employment and employment skills for local people. It sets an appropriate approach for maximising and securing these opportunities and will make a significant contribution towards realising the economic and social benefits of the proposed scheme.

## Phasing and Infrastructure

12.120. The delivery of the infrastructure to enable the rest of the site to come forward for employment development is a key test of Policy C4. Phasing is therefore a crucial element of this proposal. To address this the application is supported by a Planning Viability Statement which incorporates detail on the phasing of the development of the site and delivery of the infrastructure. This is accompanied by a Phasing Plan (2016-152/113).

12.121. Phase 1 includes the delivery of the retail element and associated works to the eastern portion of the site. That Phase also includes all the highway measures to get into the site and those to enable the remaining development plots to come forward. Phase 1 also involves all the strategic landscaping. Phase 2 comprises the enabling mixed used element and the residential. Thereafter Phases 3, 4 and 5 are the delivery periods for the various components of the employment land uses.

12.122. The phasing time period in terms of the land use parcels would likely be as follows though there is no reason why the employment land uses could not come forward once Phases 1 and 2 are implemented:

- Phase 1 – Retail Scheme (2017-2019)
- Phase 2 – Mixed Use and Residential Development (2017-2023)
- Phase 3 – Initial Employment Development (2019-2025)
- Phase 4 – Completing the Southern Employment Area (2022-2025)
- Phase 5 – Completing the Northern Business Park (2026-2034)

12.123. The infrastructure provision broadly aligns with the phases of the development and the key infrastructure associated with each of the land use parcels is as below:

12.124. Phase 1

### Off-site:

- Modified layouts and signalling to roundabouts
- Enlarged Lostock Lane/A6 roundabout and signalling
- Toucan crossings and pedestrian/cycleway improvements
- Bus stops to Lostock Lane and Wigan Road
- New Junctions to Wigan Road
- Sustainable transport works

### On-site:

- Main carriageway through site connecting to Wigan Road
- Service corridors along the length of Phase 1 roads
- Utilities/drainage/landscaping and replacement trees

12.125. Phase 2

- Formation of access into housing site
- Formation of a 10m wide road through to Stanifield Lane including roundabout
- Initial highway connection into northern business park
- Utilities/drainage and structural landscaping

12.126. Phase 3

- Releasing of employment plots with site levelling and preparation works
- Three power distribution stations

12.127. Phase 4

- Two power distributors
- Further ground preparation works and landscaping

12.128. Phase 5

- 72m length of carriageway extension plus a roundabout to serve the additional plots
- Three additional power distributors
- Groundworks and landscaping

12.129. The delivery of the infrastructure and phases is to be tightly controlled through a condition. This is particularly the case for Phase 1 which enables the rest of the site to come forward.

## **Access and Highways**

12.130. The Central Lancashire Core Strategy sets out transport specific policies in Policy 3 Travel. This seeks to encourage provision to enable changes of mode in travel together with improvements to the road network in particular locations.

12.131. Policy C4 of the Local Plan sets out that planning permission for the development of the Cuerden Strategic Site will be granted subject to a number of criteria. Alternative enabling uses may be considered appropriate where they are necessary to fund essential infrastructure and will not prejudice the delivery and maintenance of the primary employment function of the site. Infrastructure plays a critical part in the development of the site to ensure that it is accessible and appropriate to the creation of a viable employment area.

12.132. The adopted Masterplan for the Cuerden Strategic Site highlights and includes a number of guiding principles established by LCC as Highway Authority. These had due regard to the Central Lancashire Highways and Transport Masterplan to provide an overview of the strategic access and movement requirements.

12.133. The NPPF requires that "all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment."

This assessment should take account of whether "the opportunities for sustainable transport modes have been taken up", that "safe and suitable access...can be achieved" and that "improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development....Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe."

- 12.134. A Transport Assessment has been submitted as part of the Environmental Statement accompanying the planning application. This is an extensive document containing numerous appendices. In summary it provides an in-depth analysis of site highway layout, existing network conditions and accessibility, highway safety, trip generation and distribution, growth factors and committed developments, multi-modal person trips, capacity, traffic impacts of the development and proposed mitigation and off site highway works.

#### *Internal Site Highway Layout*

- 12.135. The main highway provision within the site consists of a dual carriageway from the terminus roundabout to Wigan Road. From the terminus roundabout there is a link to an internal site roundabout. From the internal site roundabout a north and south arm facilitates access into the overall site.
- 12.136. Beyond the initial access roundabout there are three roundabouts and a gyratory arrangement proposed as part of the detailed infrastructure phase. The roundabouts permit access in and out of the car parks at their eastern and western ends. The gyratory provides the key interface between the employment and retail traffic and permits good levels of traffic capacity for both land uses.
- 12.137. Phase 1 of the proposed development will include access to and from the retail area. This takes the form of two lanes in and two lanes out of the retail plot with the retained and enhanced Stoney Lane providing pedestrian and cyclist access in-between the two carriageways.
- 12.138. A number of formal crossing points are included within the layout.

- 12.139. The proposed internal road layout has been assessed in terms of how it will operate within the site, how safe it will be and what implications it will have on the surrounding strategic and local highway network. The local highways authority is satisfied with the proposed layout, and it can be concluded that it is acceptable and has been designed to satisfy demand from all transport modes having regard to phasing and internal restrictions. The internal highway network has been subject to a stage 1 safety audit. This requires a number of minor highway layout changes which will be satisfied as part of the detailed design of the highway.

#### *Access to the Development*

- 12.140. The main vehicular access to the site is taken off the M65/A6 roundabout. Here a new westerly roundabout arm provides two lanes in and two lanes out of the development.

The M65/A6 roundabout will be signalised allowing vehicle movements to be controlled maximising traffic flow. Changes are also proposed to the M65 approach with the M65 traffic separated from the M6 traffic, both having two approach lanes and separate traffic lights. The proposals have been subjected to a stage 1 safety audit. VOSA access onto the roundabout will be a give way provision appropriately located. This links to an internal site roundabout. From the internal site roundabout a north and south arm facilitates access into the overall site.

- 12.141. Highways England and the local highways authority consider that the principle of the junction arrangement is acceptable and a solution is deliverable. Detailed design matters will be subject to a stage 2 safety audit.
- 12.142. To the east, off Wigan Road, there are two proposed vehicular accesses into the retail area of the site.
- 12.143. The northern access is designed for all vehicles and will provide an alternative access arrangement for the retail and restaurant customers. It is signalised with right turn storage on the road corridor. This access provides routing into the Site for local traffic from Bamber Bridge as well as from east Leyland/Clayton-le-Woods and Euxton. The highways authority considers that the proposed access is acceptable subject to minor safety amendments in the detailed design relating to lighting and verges. It is the view of the local highways authority that the access point should not attract traffic from M6 junction 28, as the route to the site is less direct, on local roads with lower speed limits.
- 12.144. The southern vehicular access off Wigan Road is designed for service vehicles, all types of emergency vehicles and some limited staff parking only. The junction includes right turn storage. A pressure release from the retail car park will be possible via this route, but only during exceptional circumstances. The proposals are acceptable to the local highways authority subject to a condition to ensure the management, security and control of the car park and emergency routing.
- 12.145. An access is proposed to the site on Stanifield Lane. This will be signalised with right turn storage on its corridor. This will provide local access and will provide some relief to Stanifield Lane/Watkin Lane signalised junction by offering routing through to land uses within the site and an alternative access to the M65 strategic network. The local highways authority considers that the proposals are acceptable and the access and routing should not influence traffic on the A582 or from Watkin Lane to divert through the site as it is not convenient under normal circumstances.
- 12.146. Vehicular access to the residential site applied for in Outline is provided by a new junction off Stanifield Lane. This will be via a priority junction with right lane storage on its corridor.
- 12.147. The local highways authority considers that the proposed arrangements are appropriate having regard to the scale of the development. In addition the junction will benefit from a lower speed limit on Stanifield Lane which will be delivered as part of the development. The arrangements will enable an appropriate linkage between the network and residential development.

- 12.148. The existing access points on Stoney Lane and Old School Lane, together with movement arrangements along these routes and within the proposed residential area will be reviewed as part of the Reserved Matters for the residential area. The local highways authority recommend that this review should be conditioned and should take into account the safe functioning of the existing junctions of Stoney Lane and School Lane, alternative potential movement and the potential to limit rat running and highway parking.
- 12.149. The proposed accesses have been assessed in terms of how they will operate within the site, how safe they will be and what implications they will have on the surrounding strategic and local road highway network. It is concluded that the strategy proposed to access the overall development site is acceptable. It provides routing to the site from multiple corridors/directions. This limits impacts on the network when compared to a strategy with fewer options. The approach is supported by the local highways authority and by Highways England.

#### *The Highway Network*

- 12.150. When considering the impact of the proposals on the highway network it is necessary to consider the following:
- The impact on the strategic highway/motorway network;
  - The impact on the local road network;
  - The degree to which the site can be accessed by alternative means, other than by the car;
  - Car parking; and
  - Site construction.

#### *Scope of Highways and Junctions Included in the Transport Assessment*

- 12.151. A scoping exercise was undertaken with Highways England and LCC as local highways authority in order to determine the appropriate extent of highways and junctions to be included in the Transport Assessment. The junctions considered are set out in the modelling and mitigation paragraphs below.
- 12.152. Chorley Borough Council have raised an objection on the basis that the exercise did not lead to the inclusion of M61 Junction 8 and the likelihood of this route being used to access the Cuerden site via the A674 and Hartwood roundabout to the A6 Preston Road (north) either via the revolution and Buckshaw Village and/or the B5256 Lancaster Lane and the A49; and the A6 Preston Road (south) and B5252 Euxton Lane via Buckshaw Village and the A49.
- 12.153. In response, Junction 8 of the M61 was not identified by the local highways authority or Highways England for capacity review. Distributions for the site have been based on the primary access providing direct access into the site from the M65 terminus via Junction 9 and Junction 29 of the M61 and M6 respectively. These routes are generally free flowing and provide quicker, more efficient routes from the south. Traffic routing from Junction 8 of the M61 would be taking a significantly less direct and lengthier route to the

site during typical traffic conditions. As a result it is reasonable to conclude that this would not be attractive to users.

#### *Assessment, Modelling and Mitigation*

- 12.154. The overall assessment and analysis of transport impact undertaken includes trip generation, trip distribution, traffic growth, modal share and network modelling. The approach includes impacts of committed developments and expected developments.
- 12.155. The local highways authority and Highways England are satisfied with the general approach taken.
- 12.156. Chorley Borough Council have made an objection to the Transport Assessment as it is their view that the assumptions in relation to Chorley do not consider separate driver behaviours and underestimate the impact of the scheme on Chorley's existing highway infrastructure. Specifically, as the majority of Chorley borough is located within retail trade zones 9, 10 and part 18 and users are also likely to come from further afield and will use the existing network within Chorley to access the Cuerden site.
- 12.157. In response to this, the linking of trips between the retail centres highlighted by Chorley is not the same as the trade draw percentages. The linked trip values were altered in the Transport Assessment Addendum but this had the effect of increasing generated trips rather than the distribution of traffic on the wider network. Linked trips are essentially those that combine a visit to two different sites, in this case IKEA and the other retail units.
- 12.158. In terms of the distribution, a wider review of the origins and destinations was carried out using census data, IKEA population catchment information and the retail impact assessment submitted in support of the application. Adjustments were made to increase flow from Wigan Road South for the Transport Assessment Addendum to take account of potential trips from the local area. A number of trips are also assigned to the A6 from Chorley which link to the A6/M6 junctions to the north. Motorists will generally use the route which gives them least resistance to a destination, from much of the M61 this will be via the M65 and the primary access to the site.
- 12.159. Network modelling has been undertaken using priority junction software including LinSig for signalised junctions, ARCADY for roundabouts and PICADY for priority junctions. In addition a microsimulation has been built to consider network operation with all junctions together.

#### *Consideration of Individual Junctions*

- 12.160. Individual Junctions modelled include:
  - Stanifield Lane signalised roundabout
  - Sainsbury's signalised roundabout
  - Cuerden Way
  - Station Road/Wigan Road

- A6/M6 (M6J29) – part signalisation
- Leyland Way/Lancaster Lane
- M65 Terminus roundabout
- Stanifield Lane (new junction)
- Wigan Road (new junction)

12.161. Priority junctions modelled include:

- Todd Lane South/Lostock Lane
- Old School Lane
- Nook Lane/Wigan Road
- Stanifield Lane (new junction)

12.162. Roundabouts internal to the site have also been modelled.

#### *Proposed Mitigation*

12.163. The individual junction assessment and modelling work has been undertaken taking into account development levels and has tested the proposed mitigation. It is the individual junction modelling which largely informs the proposed highway changes.

12.164. The mitigation proposed is acceptable to Highways England and the local highways authority subject to conditions, timing and phasing and are as follows:

#### *M65 Terminus Roundabout*

12.165. The existing roundabout is to be signalised, maintaining access into VOSA. The approach from the strategic network will separate highways streams from the M65 and M6, both will be two lanes each with separate signal control. The infrastructure to support signalisation and to support the safe operation of the motorway will be determined as part of detailed design and will be agreed with Highways England.

#### *M6 J29 (Lostock Lane/Church Road)*

12.166. This roundabout includes a number of changes including:

- Three circulating lanes (use of motorway embankment)
- Additional lanes provided approaching the junction from the west, approaching the junction from the north to include an additional lane and from the east, onto the southbound motorway slip road (dedicated exit lane).
- Signalisation of the eastbound circulation with the approaching sliproad from the north.
- Safety measures including those to better protect cyclists on the foot/cycleway.

### *Stanifield Lane Signalised Roundabout*

12.167. The junction links into the City Deal planned improvements which include the dualling of Farington Road. As part of those works additional changes will also be made to this junction. Key changes proposed are:

- Additional approach lanes from the south and west (City Deal delivered)
- Widening of Watkin Lane on the western side prior to the bridge to provide an additional short length of 2-1 merge towards Lostock Hall (City Deal delivered)
- Widening of the A582 Lostock Lane to provide a section of 3-2 merge towards Sainsbury's signalised roundabout.

### *Stanifield Lane*

12.168. Network management measures on Stanifield Lane supported by a speed limit reduction on its length to 40mph and a review of regulation orders (such as parking restrictions). Restrictions will be put forward as an outcome of review at detailed design stage. Network management measures include:

- Gateway features at its northern end near the A582
- Road markings/cycle marking scheme
- Speed Indicator Display Signs, or other similar (in a southbound direction)
- Use of refuge islands on length, where appropriate, including at junctions
- Other changes to support existing features served off this road in the vicinity of the site
- Pedestrian crossings:
- Signalised pedestrian crossing near Stoney Lane
- Other pedestrian crossing to the south of the development to satisfy pedestrian demands and routing to the site, exact location to be determined at detailed design stage.

### *Lostock Lane*

12.169. Three lanes in each direction on Lostock Lane A582 between Stanifield Lane signalised roundabout and Sainsbury's signalised roundabout. The access to St Catherine's Hospice to include Keep Clear over all three lanes on the A582.

- Controlled signalised Toucan crossing over A582 Lostock Lane. The existing crossing to be updated to a Toucan.
- The existing cycle lane on Lostock Lane to be extended to Sainsbury's roundabout linking into existing provision.

### *Sainsbury's Signalised Roundabout (A582/A6)*

12.170. This signalised junction includes a number of changes including:

- Four internal circulating lanes
- Where there is lane gain on approaches these have been extended
- With additional lane provided approaching the junction from the east and exiting to the west, towards Stanifield signalised junction
- Additional road marking on the A582 to support St Catherine's Hospice
- Three lanes in each direction on Lostock Lane (as previously highlighted).

### *Wigan Road/Station Road*

12.171. Signalised junction including Old Lostock Lane (A6/A49/B6258). This signalised junction includes a number of changes including:

- Longer approach lanes from the north
- Additional lanes provided approaching the junction from the east, approaching the junction from the west and approaching the junction from the south with right turn storage for the existing car park.

### *Other Works*

12.172. In addition to the proposed key highway works other works are proposed as follows:

- Until the full site is delivered, additional works are required on Old School Lane and Stoney Lane as described in Stanifield Lane paragraph above.
- Stanifield Lane – provision of the bus stop within a part layby footway and signalised crossing to access Stoney Lane. These works are intended to support sustainable modes to access the site as well as existing users. Monitoring of traffic flow and driver behaviour will take place which will inform further measures as deemed necessary by the local highways authority to negate against greater level of flow, development related parking and safety issues where the lanes connect with the surrounding network.
- Network management measures on Wigan Road supported by a review of speed limits and regulation orders. Changes will be an outcome of the review as well as gateway features to the south of the site and treatment at the public and service access points to highlight the development and other features served off this road
- Local signing strategy at all exit points and wider to satisfy appropriate routing to the site.
- Information strategy including the motorway network such as the use of up-to-date live information via Variable Message Signs.

12.173. Chorley Borough Council has objected to the impact of the scheme on highways infrastructure in the vicinity of M6 Junction 28/B5256 Leyland Way/B5256 Lancaster Lane/A49 Wigan Road. They have put forward the view that additional traffic from the Cuerden development will not approach the site from the M65 terminal but will use Junction 28 of the M6, B5256 Leyland Way/B5256 Lancaster Lane/A49 Wigan Road which

will have a detrimental impact on the A49 corridor and the A49/B5256 junction. They consider that there are already considerable problems within this area and existing delays to vehicles trying to navigate the A49/B5256. Chorley go on to point out that the A49 to the Cuerden Wigan Road access goes through the predominantly residential area of Clayton-le-Woods including businesses. Chorley Local Plan allocations surrounding the A49 at Clayton-le-Woods amounting to 712 dwellings including the Burrows site. As at April 2017, 688 dwellings had planning permission, 277 dwellings have been built, 95 dwellings are under construction and 316 dwellings had not started. The site has an employment allocation (8 hectares) and a primary school allocation and these will be brought forward in the next three years.

- 12.174. In response to these points, the majority of traffic heading towards the Cuerden site will use routes which present the least amount of delay or stops. The assumptions are that the majority of northbound traffic will find it easier to use the proposed segregated slip from the M6 to the primary access at the M65 terminus.
- 12.175. LinSig capacity models have been used at the Lancaster Lane junction to understand the capacity issues in the base and projected future years. Whilst congestion is an issue, the proposed development is not forecast to create a significant additional pressure on the junction. It has been suggested to LCC Highways that a review of the signal optimisation systems is carried out to help improve junction efficiencies. The addendum report considers a larger number of committed developments in the area including the residential schemes at Clayton-le-Woods.
- 12.176. The individual modelling of the junctions shows that as the development comes forward there will be increased pressure on the surrounding highway network. If no mitigation, or lower levels of mitigation than proposed, were applied there would be a detrimental effect on the network. However with the proposed mitigation in place that pressure will be brought down to reasonable levels. Highways England have raised no objection to the findings. The local highways authority is satisfied with the individual junction model outputs. They have confirmed that the signalised junctions, priority junctions and internal roundabouts considered individually all operate within theoretical capacity in 2024 with the full development and committed development for the am, pm and Saturday peaks provided that the mitigation as presented is included.

#### *Microsimulation*

- 12.177. Microsimulation modelling considers the operation of the junctions together. This concludes that, provided that the proposed mitigation is put in place, it will more than mitigate the impact of the development, showing the optimal performance throughout all three peaks modelled. This "Do Something" (mitigated) scenario will provide a greater level of relief to future highway pressure than a "Do Minimum" (no development and no mitigation, just background traffic growth).
- 12.178. The local highways authority accepts the conclusions of this modelling and Highways England have not raised any objection. Both require some further refinement to the modelled results prior to the second phase of the development and this can be secured by condition. The amendments involved will be of a minor nature and any mitigation implications are also likely to be minimal because all the proposed highway changes are

driven mainly by the individual junction modelling work and are included in the proposed mitigation package.

- 12.179. In summary the local highways authority is satisfied with the individual junction model outputs and with the conclusions reached with regard to the microsimulation model. The microsimulation modelled results require some refinement prior to the second phase of the development but this can be satisfactorily achieved via planning condition.
- 12.180. It is concluded that the proposed highway measures will provide the necessary additional capacity to mitigate the impact of the development throughout all three peaks modelled and negate a quantity of network pressure in the future.

#### *Access by Alternative Means, Other Than The Car*

##### *Travel Plan*

- 12.181. An assessment has been made of the likely trips to the various proposed uses on the site by public transport and other sustainable means of travel such as walking and cycling. The application is supported by a Framework Travel Plan which provides the parameters for the development of a number of class/site specific Full Travel Plans. It is intended that the Framework Travel Plan will be supported by individual Site Travel Plans developed by each occupier.
- 12.182. The highways authority supports the general approach of the proposed travel planning and sets out the minimum areas to be covered by the individual travel plans. It recommends that an Area Wide Travel Plan be prepared to specify details and timescales of key travel planning measures. This will be conditioned.

##### *Access*

- 12.183. The site will be accessible by public transport, with an opportunity for new bus routes through the site and links to local railway stations. All pedestrian, cycling and equestrian crossings as part of the Full application have been designed to appropriate standards.

##### *Bus*

- 12.184. As part of the internal layout of the full site, eight quality bus stops with shelters will be provided in each direction in close proximity to users.
- 12.185. Bus services in the area (bus numbers 109/111) go along Stanifield Lane from Leyland through to Preston and vice versa. These routes are frequent at every 10-15 minutes. This level of frequency together with the proposed enhancements to the Stanifield Lane bus stops including an illuminated shelter in each direction and crossing points, will offer a viable bus service for the site for the first phase of the development.

- 12.186. Discussions with LCC Public Transport team are ongoing. There is clear interest from the operators, Stagecoach, to provide dedicated routes to the site in the medium term. This would correspond with the demand generated by the site as the first phase completes and further phases begin.
- 12.187. Key to the investment from the operators will be commercial viability which, given the scale of the overall development, is likely to be significant and is reflected in the projected bus figures. The absolute figures across the day will be key to the frequency of services and provision through the site. The more convenient the routes become for passengers accessing the key destinations within the Cuerden Site the more likely that modal share for bus usage will increase.
- 12.188. In order to provide further support for site service provision, the local highways authority recommends that the developer/applicant makes funds available up to a maximum of £360,000, where deemed necessary by the highways authority, to facilitate service provision through the site to maximise the use of public transport. If existing provision is available that satisfies demand, no call will be made on the funds. This will be conditioned.

#### *Rail*

- 12.189. Train stations in the vicinity of the site are in Lostock Hall, Bamber Bridge and Leyland. Both Lostock Hall and Bamber Bridge stations sit within 1.5-1.7km of the centre of the overall site which is within the thresholds of a commutable walk or cycle trip. The likely share of trips by train is estimated to be between 1-5% across the land uses which is realistic and reasonable for a site of this nature. Rail connectivity to east Lancashire and Preston widens the accessibility to employment opportunities at the site for residents in these areas. Importantly, rail usage to the site can be increased with good integration between bus services and the rail arrivals/departures. Discussions with operators in relation to bus services will seek to address this.

#### *Walking and Cycling*

- 12.190. The design and layout of the site will provide attractive and convenient walking and cycling routes throughout. Stoney Lane will remain a key pedestrian/cycling/bridleway route linking to the retail element and through onto Wigan Road to the east and Stanifield Lane in the west. Stoney Lane will also link to the proposed new structural planting and landscaping and through to Lostock Lane. Routes are also identified within the Outline elements of the scheme increasing the overall accessibility and permeability of the proposal for pedestrians and cyclists. Analysis of likely trips to the site via walking and cycling indicate that levels overall are likely to be in line with UK averages at 1-5%. The retail and business park uses are, however, likely to attract 10-20% of trips via these sustainable modes. Cycle parking is proposed as part of the Full application and indicatively within the Outline application area.

### *Car Sharing*

- 12.191. Car trips with multiple occupants can lower the overall impact of vehicular traffic when compared with single occupancy trips. There are clear patterns within the land use mix for the site which indicate that car sharing will be likely if not a dominant mode. Employment trips have the potential to be influenced through travel planning and a Travel Plan for the site has been submitted. Travel Plans for organisations on site will enable car sharing and other sustainable modes to be encouraged and supported.

### *Car Parking*

- 12.192. Car parking spaces have been provided in detail for the Full elements of the proposal including retail and food and beverage. The proposed Outline uses have set out indicative car park layouts enabling an overview of car parking provision for the site as a whole.
- 12.193. With regard to the retail proposals the general retail car park includes 716 customer spaces including 50 accessibility spaces, 18 motorbike spaces, two pickup bays, 100 cycle spaces and four electric vehicle charging points. With regard to IKEA, a total of 1,002 customer spaces are provided including 87 accessibility spaces, 27 pickup bays and 50 cycle spaces. Total staff provision for all retail is 273 and for IKEA staff an additional 3 spaces. The local highways authority supports this level of provision, the inclusion of charging points and the level of sustainable/accessible spaces.
- 12.194. In terms of the Outline proposals parking is indicated as being provided in line with standards for food retail, pub/restaurant and industrial/storage. Accessible spaces are slightly below standard for food retail and pub/restaurant. Indicative provision exceeds standards for office/business uses and hotel/health and fitness. A slight adjustment is needed to the indicative car showroom use.
- 12.195. As these elements are applied for in Outline, the adjustments to car parking numbers can be made at Reserved Matters stage.
- 12.196. The highways authority makes no objection to the proposed car parking provision. The principle of a greater level of provision for the site is also accepted by the highway authority if found to be necessary at Reserved Matters stage to avoid parked cars on the network. This would be subject to a condition linking this to travel planning.
- 12.197. The proposed provision of electric vehicle charging points is supported. Additional cable ducts under the car parks as part of construction will enable provision to be extended if required without disruption to car park operation.
- 12.198. The highways authority requires residential units to include one Electric Vehicle Charge point per unit.
- 12.199. Chorley Borough Council have objected to car parking on the Cuerden site being free of charge. Chorley Council has car parking charges for town centre car parks. They consider that car parking mitigation measures should be linked to car parking schemes in line with other town centres. Alternatively a charging regime should be implemented on the Cuerden site.

- 12.200. In response, there is no planning policy requirement that the Cuerden car park be operated on a charged basis. The Transport Assessment and Car Park Accumulation analysis does not show that the car park needs to be managed or controlled via a charging regime.

#### *Servicing and Maintenance*

- 12.201. Subject to conditions, the proposals are acceptable in relation to servicing and maintenance. The local highways authority is satisfied subject to conditions.

#### *Highways Drainage and Flood Risk*

- 12.202. The local highways authority is satisfied that the drainage strategy is acceptable in highways drainage terms subject to conditions and in conjunction with the advice provided by the Lead Local Flood Authority (LLFA)

#### *Impacts of Construction*

- 12.203. Site construction will inevitably cause some disruption on the local network during the construction period. Provided that appropriate measures are put in place to manage construction activities, the impacts will not be unacceptable. The site is in close proximity to the strategic network and to existing land uses (such as employment, residential, retail and leisure, including Cuerden Valley Park). In addition, the early phases of the site will be open for public use at a time when development construction and highways changes/maintenance are still ongoing. It is important that the impacts of construction do not impede on the operation of the highway network for all users whether motorised or non-motorised. Minor roads/lanes such as Stoney Lane and Old School Lane should not be used for deliveries or site construction vehicles.

- 12.204. Routing will use the main classified roads and the development will be delivered with the use of a compound suitably served by the existing network. Monitoring will need to take place and any impacts will need to be managed. Any construction vehicles should not wait or park on the public highway causing disruption. These key measures will be delivered through a Construction Management Plan and will be secured by appropriate conditions.

#### *Highways and Access Summary*

- 12.205. A comprehensive Transport Assessment has been undertaken for the proposed scheme. It has been scoped and undertaken in liaison with Highways England and the local highways authority.

- 12.206. A scheme of this nature and scale will inevitably lead to increased traffic levels and a busier network in its vicinity. However the assessment has demonstrated that the impacts on the strategic highway/motorway network and the local road network will not be unacceptable provided that the mitigation proposals put forward are implemented.

- 12.207. The site can be well accessed by alternative means other than by car and this can be further supported by travel planning and the implementation of travel plan priorities.

- 12.208. Car parking, site construction proposals, drainage, servicing, maintenance and other matters are all acceptable subject to conditions.
- 12.209. Highways England and the local highways authority have offered no objections to the proposal subject to the delivery of mitigation and number of conditions.
- 12.210. It is considered that the proposal meets all policy tests in relation to transport and will not lead to severe residual cumulative impacts.
- 12.211. It is therefore concluded that the proposal is acceptable in access and highways terms subject to conditions.

## **Drainage and Flood Risk**

- 12.212. Core Strategy Policy 29 sets out the strategy for improving water quality, water management and reducing the risk of flooding through a range of mechanisms. The Local Plan aims to contribute to adapting to the effects of climate change including a higher risk of flooding.
- 12.213. The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. But, where development is necessary, making it safe without increasing flood risk elsewhere.
- 12.214. The NPPF states that when determining planning applications LPAs should ensure that flood risk is not increased elsewhere and only consider development appropriate in areas of risk of flooding where it can be demonstrated that:
  - Within the site, the most vulnerable development is located in areas of lowest flood risk unless there are over-riding reasons to prefer a different location;
  - Development is appropriately flood resilient and resistant and any residual risk can be safely managed including by emergency planning, with priority given to the use of Sustainable Urban Drainage Systems (SuDS).
- 12.215. The Environmental Statement (ES) assesses the likely significant effects of the development in respect of water resources and flood risk.
- 12.216. A Flood Risk Assessment and Drainage Strategy has been submitted in support of the ES. This has been developed in close consultation with the Lead Local Flood Authority with regard to the overall surface water drainage strategy, and with the local highways authority in relation to surface water drainage management for the highways.
- 12.217. The site lies within the Environment Agency's Flood Zone 1 and is considered to be at a low risk of flooding from tidal, fluvial and artificial sources.
- 12.218. The majority of the site is currently at "Very Low" risk of pluvial flooding, however, some areas are of "High Risk" due to the current ditch network. This ditch network is to be re-aligned as part of the proposed scheme and the impacts of these changes have been assessed.

- 12.219. Groundwater flooding from a rise in water table is possible during periods of prolonged wet weather but these can be adequately mitigated by appropriate drainage measures.
- 12.220. Historical flooding issues have been taken into consideration in the assessment.

### *Surface Water Management*

- 12.221. The Surface Water Management Strategy addresses infrastructure and measures required for both Phase 1 of the development applied for in Full and the approach required for the outline phases. It is important that the site is looked at as a whole in terms of drainage to ensure that the approach taken is acceptable and deliverable, including delivering the site through a number of phases.
- 12.222. The site approach is based on controlling surface water at source and limiting discharge to existing greenfield rates. The flow from each plot is then passed forward to the main site-wide drainage features which comprise landscaped swales and attenuation basins. These features ultimately provide a link to existing site outfalls. Development plot drainage will incorporate geocellular tank systems with discharge controlled by a suitable flow control device. Adoptable highway drainage will be served by surface features such as attenuation basins and swales with discharge controlled to greenfield rates.
- 12.223. As part of the Phase 1 development, an area of wildlife ponds for ecological mitigation purposes is proposed. A separate planning application was submitted for these and planning permission was granted on 20 April 2017.

### *Foul Water Drainage*

- 12.224. Discussions with United Utilities have identified a point of connection into their system at the junction of Craven Drive/Lostock Lane. Working with the natural topography of the site, a proposed location for a single pumping station has been identified. Details are included on the foul drainage layout.

### *Summary*

- 12.225. The Lead Local Flood Authority and United Utilities are satisfied that the proposed development is acceptable in drainage and flood risk terms subject to a series of conditions. The Environment Agency has raised no objection subject to a condition addressing potential pollution.
- 12.226. It is concluded that the Assessment and information submitted demonstrates that the proposed development would be at a low risk of flooding. It also confirms that surface water runoff from the development can be drained sustainably ensuring that flood risk is not increased elsewhere. The foul water drainage proposals do not raise any issues, subject to conditions. The development complies with policy including the requirements of NPPF and is considered to be acceptable in terms of drainage and flood risk matters subject to conditions.

## **Ecology and Nature Conservation**

- 12.227. Core Strategy Policy 22 requires proposals to conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area through a number of measures. Local Plan Policy G16 requires that South Ribble's Biodiversity and Ecological Network resources be protected, conserved and enhanced. The level of protection will be commensurate with the site's status and proposals will be assessed having regard to the site's importance and the contribution it makes to wider ecological networks. Local Plan Policy G13 seeks to retain and enhance trees, woodlands and hedgerows and to mitigate appropriately for any losses.
- 12.228. The NPPF advocates a presumption by LPAs in favour of sustainable development that enhances the natural environment by avoiding, adequately mitigating or compensating for significant harm to biodiversity and which delivers net gains for biodiversity. It advises that LPAs should aim to conserve and enhance biodiversity by applying the following principles relevant to the proposed development:
- if significant harm resulting from a development cannot be avoided, adequately mitigated or, as a last resort, compensated for, then the planning permission should be refused;
  - opportunities to incorporate biodiversity in and around developments should be encouraged; and
  - planning permission should be refused for development resulting in loss or deterioration.
- 12.229. With regard to trees, NPPF assumes protection of all ancient woodland and veteran trees unless it can be clearly demonstrated that the need for, or benefits of, development outweigh the loss.
- 12.230. The Environmental Statement submitted with the application considers the impact of development on ecology and nature conservation, and is supported by extensive and robust ecological studies and survey data including an Extended Phase 1 and Protected Species Report and an Arboricultural Impact Assessment. The Statement covers the whole site and considers both the Phase 1 proposals which are applied for in Full and the Outline elements. Impacts are assessed during construction and operation and take account of what the impact would be with and without mitigation and compensation. The potential for biodiversity enhancements is also considered. The Council's ecological advisors, Greater Manchester Ecology Unit, have reviewed the Environmental Statement and supporting information. They conclude that it has been carried out to an appropriate and proportionate standard.
- 12.231. The site is characterised by semi-improved agricultural grassland with hedgerows and scattered trees which divide the site into numerous fields. There is a single block of mature plantation woodland and some tree groupings on the site and numerous scattered ponds.

### *Designated Sites*

- 12.232. No statutory sites are present within the development site. Preston Junction Local Nature Reserve, Cuerden Valley Park and the River Lostock Biological Heritage Site are in the vicinity and have been assessed accordingly. The assessment concludes that while both sites might see increases in visitor numbers, their built-in robustness (visitor management, the presence of good footpaths and fenced off sensitive areas) and the distance of sensitive habitats from the proposed development mean that both designated sites are unlikely to be exposed to any significant increases in habitat or wildlife impact.
- 12.233. No ancient woodland is present on the site.
- 12.234. A number of trees on the site are covered by a Tree Preservation Order.

### *Species*

- 12.235. The main species of significance identified within the site are bats, breeding birds and amphibians.

#### *Bats*

- 12.236. Surveys show that the level of bat usage on the site is generally low and overall habitat suitability is poor. There are no bat roosts on site and, therefore, the proposed development will not affect breeding, rearing or hibernation. Potential roost features are present in a small number of scattered trees a number of which will be lost. Proposed planting as part of the Full application will provide new woodland which will mitigate for this.
- 12.237. In terms of foraging and flight lines, the main areas for these activities are along Stoney Lane and Old School Lane which will be retained within the development. The proposed planting, creation of other habitats including ponds and other measures to create dark habitat corridors and bat roosting boxes will ensure no significant risk to bat populations.

#### *Breeding Birds*

- 12.238. A range of breeding bird species have been identified which are representative but not unusual for the local area. These are associated with hedgerow and woodland habitats with semi-improved pasture providing a foraging resource.
- 12.239. The loss of habitat would have a negative impact without adequate mitigation. Bird mitigation and compensatory habitat provision through new woodland planting, scrub, grassland, and hedges together with bird nesting boxes is proposed. Losses will be fully compensated for in Phase 1 which is applied for in Full. Further mitigation of grassland habitat is likely be required for the phases applied for in Outline but this can be adequately addressed at the Reserved Matters stage.

## *Amphibians*

- 12.240. Low populations of Common Toad, Smooth Newt and Common Frog are present on the Site.
- 12.241. Extensive survey work has been undertaken in relation to Great Crested Newt (GCN). A survey undertaken in spring 2016 found no GCN present but subsequent Environmental DNA (eDNA) sampling found small amounts of GCN DNA in three ponds on the Site. In order to mitigate for the possible presence of a very small GCN population a grouping of wildlife ponds has been included in the Phase 1 scheme proposals. Following advice from Natural England a further GCN survey was undertaken in spring 2017. This found no GCN and it has been concluded that GCN are absent from the site. The ponds proposed remain part of the scheme and will provide mitigation for other amphibians and other species on the site.

## *Habitats*

- 12.242. The main habitats identified on the site are standing water/ponds, hedgerows, plantation and trees and grassland.

## *Ponds*

- 12.243. It has been concluded that no priority ponds are present on the site. Whilst it was thought that GCN may be present, three ponds were identified as being of priority status on this basis. However, having confirmed the absence of GCN that status is no longer in place. A scheme of mitigating pond habitat creation is proposed on site as part of Phase 1 of the development. Planning permission was granted for this in April 2017. These wildlife ponds, together with other proposals for drainage swales, balancing ponds and associated wetland flower planting, will effectively mitigate for the loss of standing water.

## *Hedgerows*

- 12.244. An extensive network of both species rich and species poor hedgerows are present on the site. Sixty per cent of this is species rich and all of this will be retained. There will, therefore, be no temporary or permanent loss of this ecologically important habitat. The remaining hedgerows are species poor but will sustain a high level of loss. However, new native hedgerow planting has been included as part of the Phase 1 full application and indicated in Parameter Plans for the outline element of the proposal.
- 12.245. The existing network of hedgerows on the site will be partially retained but losses will occur. These can be partially compensated for through new hedgerow planting. Within the Phase 1 proposal applied for in Full there will be no adverse impact upon this habitat type. However, for the phase applied for in Outline detailed design and layout arrangements are not yet known. There is, therefore, potential for there to be habitat loss but appropriate mitigation can be agreed at the Reserved Matters stage.

### *Plantation and Trees*

- 12.246. No Ancient Woodland is present on the site. Commercial plantation woodland in the east of the site forms a contiguous block of woodland. This comprises a narrow band of mature hardwood species around the perimeter with European Larch trees at its centre. Narrow broadleaved planting is present on the part of the site adjoining the M65, along parts of the site boundary and around two ponds on the site.
- 12.247. Scattered trees and tree groups are present in all parts of the site the majority of which are mature. All species are common and widespread. The Arboricultural Impact Assessment considered that the majority of these are of moderate value although 79 are of high value. The Assessment also identified trees along Stoney Lane as a prominent feature. Tree Preservation Order No 14 covers a number of trees on the site. Policy G13 sets out that ... One Veteran Tree has been identified. This lies within the area currently applied for in Outline. The value of this tree will be taken into account at Reserved Matters stage.
- 12.248. The total number of plantation trees are to be lost but these will be fully replaced in Phase 1 of the development as part of the structured planting and landscaping forming part of the Full application. The planting will take the form of mixed native species and will provide a more varied mix than is currently present. A proportion of the proposed replacement trees will be of a heavier standard type to provide greater maturity at an earlier stage. The proposals also retain mature tree lines including the prominent linear feature along Stoney Lane.
- 12.249. The replacement structured landscaping and other landscape planting will mitigate for tree loss in Phase 1 of the proposed development. It is acknowledged that there will be some impact during the time it takes for the trees to mature. However a mix of species and ages together with the retention of some key tree lines mean that the overall impact will not be unacceptable.
- 12.250. There will be further tree loss in the phases of the scheme applied for in Outline. The detailed design and layout of the scheme will determine the nature and extent of this. The need for further mitigation and the treatment of the single veteran tree will be agreed at Reserved Matters stage.

### *Grassland*

- 12.251. Improved, semi-improved and marshy grasslands are present on the site. None of these is considered to be species rich or of high ecological value. However, the scale of loss of the species poor grassland habitat will mean that there is the potential for residual impact if appropriate mitigation and/or compensation is not put in place. The planting proposals for the Phase 1 Full application provide adequate mitigation for that Phase. With regard to the areas applied for in Outline, further consideration will need to be given to grassland mitigation. It is considered appropriate to undertake this through Reserved Matters.

## *Summary*

- 12.252. The overall assessment of the ES on the proposed impacts of the scheme on ecological receptors is found to be comprehensive and acceptable. This view is supported by Greater Manchester Ecological Unit
- 12.253. Phase 1 – Application in Full - Following careful consideration of the potential impacts of the proposed development and the implementation in full of the proposed mitigation and compensation it is concluded that Phase 1 of the scheme applied for in Full will not have any significant overall adverse impact on biodiversity as its effects will be adequately mitigated and compensated.
- 12.254. Outline Application - As detailed plans have not been submitted for the area of the proposed development applied for in Outline, it is not yet possible to be certain about the full extent of any losses and mitigation. On this basis it is concluded that there will be cumulative residual impacts on grassland and therefore breeding birds and wider biodiversity. The scale and nature of these impacts can be appropriately considered and mitigated and compensated for through subsequent Reserved Matters applications.
- 12.255. Having fully assessed the ecological impacts of the proposal, it is concluded that on balance, weighing the benefits against the harm, that there is no substantive harm resulting from the development, subject to conditions set out in the ES and by Greater Manchester Ecology Unit.

## **Crime and Disorder**

- 12.256. A Security Strategy has been provided in relation to the section of the site subject to the Full application which details security measures recommended by the Designing Out Crime Officer (Lancashire Constabulary). The strategy includes:
  - Installation of vehicular barrier systems at access/egress points to the areas of parking (to be locked down at night)
  - Provision of security office and management suite
  - Installation of CCTV system covering the site and linked to the security office
  - Secure enclosures around service yards and staff parking
  - A landscaping scheme designed so as to not restrict natural surveillance
  - Sections of dense landscaping and perimeter fencing to restrict access
- 12.257. Crime prevention recommendations relating to the sections of the site subject to the Outline application have been provided to the applicant for use in the preparation of subsequent Reserved Matters applications.

## **Cultural Heritage**

- 12.258. The policy framework for the protection of heritage assets is provided by Chapter G of the Local Plan, Policy 16 of the Central Lancashire Core Strategy and section 12 of the NPPF. The degree of protection afforded to heritage assets relates to their significance and the degree of impact on them.

- 12.259. An archaeological desk based assessment has been submitted as part of the Environmental Statement which considers the heritage assets on the site and in the surrounding area. The ES identifies likely direct, indirect, individual and cumulative effects of the development on designated heritage assets and the potential below ground archaeological resource.

#### *Designated Heritage Assets*

- 12.260. There are no designated heritage assets on the site.
- 12.261. Within one kilometre of the site there are six Grade II Listed Buildings and one Grade II\* Listed Building. These are Old School House (Grade II), Stable Blocks to Cuerden Hall (Grade II), Clockhouse Farmhouse (Grade II), Farington House (Grade II), Farington Lodge (Grade II) and Cuerden Hall (Grade II\*).
- 12.262. The assessment concluded that the development of the site would not have any negative impact either directly, or indirectly, in terms of setting on six of the seven Listed Buildings as they are visually separated from the site by major road routes, existing urban form and landscape.

#### *Old School House*

- 12.263. The application boundary is immediately adjacent to Old School House. This is a Grade II Listed late 17<sup>th</sup> century building now used as a dwelling, set within a group of other residential properties on a rural lane.
- 12.264. The building will not sustain any direct impact from the proposed development. However consideration needs to be given to indirect effects in terms of setting.
- 12.265. The first phase of the proposed development, for which Full planning permission is being sought, is situated to the rear of the building and visual interaction will be limited by the existing tree-lined boundary.
- 12.266. The building would be 80m and 130m north-west of the closest commercial unit and secondary M65 access roundabout respectively, and would also face proposed residential properties across Old School Lane. Any residential development proposed during the Reserved Matters stage would be appropriately designed, and of a similar height and scale to Old School House and its neighbours; this however would be assessed at the later stage once design proposals are available.
- 12.267. The buildings proposed in Phase 1 will be some distance away and will be screened from the property by the Phase 1 strategic landscaping which will form a significant 20m buffer containing a variety of native tree species and planting. This landscaping will provide a green setting to the building and adequately screen Phase 1 of the development applied for in Full and the mixed use and employment uses applied for in Outline.
- 12.268. The Outline proposal for housing is situated to the front of the property. Provided that the detailed design and landscaping of the scheme takes into account the setting of Old School House it should not have a significant indirect adverse impact on that setting.

- 12.269. The Assessment also identifies that there may be temporary indirect effects on the setting of the building during construction phases, but these will not be major provided that mitigation of construction noise and dust levels is undertaken.
- 12.270. The Assessment concludes that there will be less than substantial harm to the setting of this built heritage asset, and it is the view of officers that any impacts can be adequately addressed through appropriate landscaping and construction management.
- 12.271. The impact to Old School House is considered negligible; Historic England have not raised any objections in their representation.

## **Archaeology**

- 12.272. The Assessment undertaken considered 82 sites both on and adjacent to the site in terms of their significance and the likely impact the proposed development may have on them.
- 12.273. It was concluded that there will be no effects on archaeology at the operational stage but that the construction phases will involve some disturbance to some of the below ground archaeological remains.
- 12.274. In terms of known sites, with the exception of one site which could be of medium significance, it was concluded that any remains are of negligible or local archaeological interest and do not require any further investigation or mitigation.
- 12.275. Five sites relate to crop marks or medieval field systems, the significance of which cannot be determined by desk based assessment alone. It is recommended that for these five sites, and the one known site of possible medium value, further investigation is undertaken in the form of targeted geophysical surveys and/or trial trenching to obtain further information on the significance of buried archaeological remains prior to construction commencing. Based on the results of this investigation, an appropriate mitigation strategy should be put in place if required.
- 12.276. The Council's advisors on heritage support this proposed approach and recommend that it be secured by way of a condition.

## **Lighting**

- 12.277. The external lighting systems to be used are to be designed and installed in accordance with the relevant British Standards and guidance documents, including BS 5489 (Code of practice for the design of road lighting), BS5649-5 (Lighting columns) and BS EN12464-2 (Light and lighting; Lighting of work places; Outdoor work places). Areas of landscaped boundary treatments are proposed throughout the site, this is particularly thick along the boundaries of the commercial/employment sections of the site and will minimise light spillage.
- 12.278. A condition requiring the submission and agreement of details for all external lighting equipment is recommended to allow the LPA to retain control over the final details.

- 12.279. The lighting assessment is one of a range of documents considered by Environmental Health (SRBC) and their response does not raise any issues with it.

## **Education**

- 12.280. The School Planning Team (LCC) have requested an education contribution of £1,077,962.40 to be used to provide education places within a reasonable distance for the children expected to live on the residential sections of the development.
- 12.281. The LPA recognises the need for local infrastructure provision, including school places, as part of an application of this type. The proposed development would make a financial contribution in the form of a CIL (Community Infrastructure Levy) payment which would contribute to infrastructure requirements contained within the Regulation 123 list. Consequently it is not possible to request a separate contribution solely for education as provision for investment in education infrastructure is already made as part of the CIL payment within the Regulation 123 list.

## **Air Quality**

- 12.282. Paragraph 109 of the NPPF highlights the need to conserve and enhance the natural and local environment by:

*"preventing both new and existing development from contributing to, or being put at unacceptable risk from, or being adversely affected by unacceptable levels of land, air, water or noise pollution or land instability".*

- 12.283. Paragraph 124 of the NPPF states:

*"Planning policies should sustain compliance with and contribute towards EU limit value or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan".*

- 12.284. The site is not within, and is not reasonably close to, any Air Quality Management Areas. The nearest Air Quality Management Areas is some 1.5 miles to the south-west of the site. The baseline monitoring results surrounding site indicate that the annual mean NO<sub>2</sub> (nitrogen dioxide) objective was met at all 11 diffusion tube monitoring location within 2km of the centre of the site.
- 12.285. An Air Quality Assessment has been submitted as part of the planning application and concludes that the development would not have a significant impact on air quality and complies with all relevant legislation and guidance. The main likely effects on local air quality during construction relate to dust, with a range of measures identified to minimise or prevent dust generated construction activities. These can be secured by a suitably worded condition relating to dust management.
- 12.286. The application is also accompanied by a Combined Sustainability Statement which makes reference to the aid of reducing environmental impact from transport associated with the site, supporting staff to make sustainable transport choices and offering

improved choice of travel options to staff and visitors, while promoting active travel modes such as walking and cycling. The document also states that a provision of sheltered, secure cycle storage will be provided across the site. This can be secured by a suitably worded condition.

- 12.287. SRBC Environmental Health have considered the submitted information relating to air quality and have raised no objections to the proposal, recommending conditions relating to the provision of electric vehicle recharge points (both on residential properties and within the commercial/employment sections of the site), restrictions on the use of solid fuel appliances and the provision of secure cycle storage facilities.

## **Noise and Vibration**

- 12.288. In regard to noise the NPPF states in paragraph 123 that planning decisions should aim to:

*"Avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development; and identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason..."*

- 12.289. A noise and vibration assessment is included within the submitted Environmental Statement which identifies the dominant noise sources at the site as being road traffic associated with the surrounding local highway network. Demolition and construction works are stated as to likely resulting a temporary increase in noise within and immediately adjacent to the development. Conditions have been recommended to minimise and prevent disturbance to nearby residential properties including restrictions in piling and hours of construction together with the agreement of a Construction Management Plan and routing of construction traffic to the site.
- 12.290. Noise from the operational use of the development is predicted to be negligible and can be controlled by suitably worded conditions relating to the use of external areas, agreement of plant details and boundary treatments.
- 12.291. An assessment of the predicted internal and external noise levels within proposed residential properties confirms noise level requirements would not be breached. Mitigation, in the form of insulation, glazing and ventilation, can be included on plots at the detailed design stage if deemed necessary.
- 12.292. SRBC Environmental Health concur with the conclusion of the noise assessment which states that the cumulative effects for both the construction and operation phases are predicted to be negligible providing identified conditions to minimise and prevent any adverse impacts are imposed on any given permission.

## **Any Other Issues raised in Neighbour Representations**

### *Consultee Comments*

- 12.293. Neighbouring local authorities and consultants on behalf of shopping centres in Preston (the St George's Shopping Centre) and Blackburn (The Mall), have raised points relating to the need to regulate retail floorspace; unit subdivision; restriction of goods for sale; no poaching; and restriction on use to the specific use applied for. In this respect it is proposed to impose conditions to control the following areas:
- No poaching (restricting the closure of units in Town Centres and relocation at Cuerden for a period of five years)
  - No subdivision of units
  - Restriction on use to that applied for
  - Restricting the goods sold to those specified in the condition in respect of Unit proposed to be occupied by IKEA
  - Control over the quantum of retail floorspace
  - A phasing condition to allow the authority to retain control over when the infrastructure and built development is delivered.
- 12.294. In terms of other associated issues raised it is considered unreasonable to attempt to impose a condition to prevent any future variation of condition as any subsequent application to vary will be considered on its individual merits. Also it is unreasonable for a neighbouring local authority to be party to a S106 Agreement to regulate poaching or variation of condition matters. It is also unreasonable to require future additional qualitative analysis of the six proposed restaurant units as a decision as to their impact has to be made as part of the planning judgement at this stage. The impact of the quantum of retail floorspace upon neighbouring town centres is addressed in the WYG assessment work discussed elsewhere within this report.
- 12.295. Furthermore, based on the detailed impact assessment work carried out, it is not reasonable or necessary to impose a condition restricting the goods for sale across the retail units to predominantly bulky goods.
- 12.296. In terms of the representation made by Lindsay Hoyle MP, a hospital does not form part of this proposal nor has it ever done. It is not one of uses referenced in Policy C4 as being permissible on the site. Nor has there ever been the suggestion that a hospital would be able to fulfil a role as 'enabling development' and therefore the application before us has to be determined on its merits.
- 12.297. Regarding the representation from Cuerden Valley Park, while the point relating to future maintenance of cycle routes and paths is noted, the case is that the CIL contribution will be recycled within the scheme and Cuerden Valley Park does fall into a neighbouring CIL charging authority's area. If a payment is being sought via a S106 obligation it would have to fulfil the tests which would mean that, without the financial contribution for the work in the park, then planning permission should be refused. It is not considered that the maintenance works described are of sufficient necessity or relevance to the proposal to meet this test.

12.298. The HSE Webapp was used on 31/08/2017 to check whether or not the application site lies within consultation distance of a major site or pipeline, as requested by the HSE. This check showed that the site does not currently lie within the consultation distance of a major hazard site or major accident hazard pipeline.

### *Members of the Public*

12.299. There have been several other points raised by members of the public that are not addressed elsewhere in the report. The points raised are summarised and addressed below.

- Development is contrary to Rural Development SPD, Green Belt Policy and Policy G7/There should be no development on Green Belt Land – The site is not a Green Belt site, nor has it ever been. It has been an allocated development site for many years. The area is not a rural area, it is within the main urban area of South Ribble, and as such, the Rural Development SPD does not apply. The site is also not allocated under Policy G7, and so is not protected open space, although the new development will be expected to provide elements of open space as part of the scheme.
- Development should be achieving BREEAM “Excellent” rather than “Very Good – the development is meeting the standards set out by the Council in the Local Plan and the Core Strategy.
- There are often power cuts in the area – how will substations cope with extra demand – Electricity Infrastructure has been dealt with in the evidence document “Combined Sustainability Statement” by Waterman, which was submitted as part of the application process. This has informed the electricity infrastructure that is required as part of the development. Electricity NW have not objected to the development.
- Ambulance response rate will be slowed down – Careful consideration of highways issues and congestion has been given to the proposal by the statutory highways authorities. They have concluded that the proposals are acceptable. Improvements will be made to highways networks in the area to minimise congestion.
- Broadband is not reliable in the area – this is not a material planning consideration.
- House values will be impacted negatively/we will be unable to sell our home – these are not material planning considerations.
- Plans fail to take into account the location in relation to the surrounding Green Belt and are out of keeping with the area – The application is located wholly on land allocated for development in the Local Plan. It does not encroach on Green Belt land. The proposal, and its design, have been carefully assessed in terms of the impact on the surrounding area, which is discussed elsewhere in the report.
- More thought needs to be given to local residents – extensive consultation has been carried out with residents in order to gather as many views as possible. Landscaping and screening have been incorporated into the scheme to minimise the impact on existing properties as much as possible.

## **13 Community Infrastructure Levy and Section 106 Agreement and Other Receipts**

- 13.1. Policy A1: Developer Contributions of the South Ribble Local Plan expects new development to contribute to mitigating its impact on infrastructure, services and the environment. South Ribble's Infrastructure Delivery Schedule includes the following project areas to be delivered by 2026:
- Public Transport;
  - Cycle Schemes;
  - Highway Improvements;
  - Health;
  - Education;
  - Green Infrastructure/Public Realm; and
  - There are also pan-Central Lancashire transport schemes.
- 13.2. Contributions would be secured as a planning obligation through a Section 106 agreement and through the charging schedule associated with the Community Infrastructure Levy (CIL).
- 13.3. The level of CIL for this development has been calculated as £4.36M. This is a significant contribution toward City Deal.
- 13.4. It is also estimated that the scheme will bring in around £1M of New Homes Bonus receipts and around £0.18M of Council Tax income.
- 13.5. The Council would also collect approximately £3.8M of National Non Domestic Rates income.

## **14 Conclusion**

- 14.1. This application relates to a regionally significant 65 hectare site, set in a sustainable location immediately adjacent to the intersection of the M6 and M65 motorways at Junction 29 of the M6. The land is situated to the east of Stanifield Lane (A5083), south of Lostock Lane (A582) and the M65 motorway, west of Wigan Road (A49) and north of Lydiate Lane. The site comprises relatively low lying agricultural fields with tree and hedgerow planting distributed across the site. Old School Lane and Stoney Lane both of which provide access to existing residential development are set within in the site in terms of being surrounded by it but do not form part of the application site.
- 14.2. The application is submitted in hybrid form, some elements being submitted for Full permission and other elements for Outline planning permission. The proposal seeks permission to develop the whole of the site for a mix of uses including employment (Use Classes B1, B2 & B8), retail (Use Classes A1, A2, A3, A4 & A5), residential (Use Class C2 & C3), hotel (Use Class C1), health and fitness and leisure (Use Class D2), crèche/nursery (Use Class D1), car showrooms (Use Class Sui Generis), along with associated car parking, access and strategic landscaping /public open space.

- 14.3. The site is subject to an approved Masterplan and has been identified for development in Development Plan documents for a considerable period of time dating back to 2000. Prior to this the Lancashire Structure Plan 1991 -2006 identified a regional business location in the area of Farington, Cuerden and Lostock Hall.
- 14.4. The site is subject to Policy C4 – Cuerden Strategic Site in the South Ribble Local Plan which advises that planning permission will be granted for development of the site as a strategic employment site, to include employment, industrial and green infrastructure uses subject to an agreed Masterplan, a phasing and infrastructure delivery schedule and an agreed programme of implementation in accordance with the agreed Masterplan and agreed design code. The policy also states that alternative uses such as retail, leisure and housing may be appropriate where it can be demonstrated that they help deliver employment uses on the site, but the scale of enabling development will be limited to that which is clearly demonstrated to be demonstrated to be necessary to fund essential infrastructure and which will not prejudice the delivery and maintenance of the primary employment function of the site.
- 14.5. The site forms part of the Preston, South Ribble and Lancashire City Deal and will play a key role in delivering the deal as a whole. It is one of the most significant economic development sites in Lancashire and has the potential to generate significant economic and wider benefits.
- 14.6. An extensive suite of documents accompany the application that provide a basis to assess the proposal against relevant planning policy. These documents cover the following topic areas:
- Principle of Development, Land Uses and Viability
  - Retail & Leisure Assessment
  - Residential
  - Design and Layout
  - Transport and Access
  - Sustainability and Energy
  - Flood Risk and Drainage
  - Landscape Design and Trees
  - Ecology
  - Air Quality
  - Noise and Amenity
  - Employment and Skills
  - Mineral Safeguarding; and
  - Planning Obligations
- 14.7. Your officers, with the assistance of their Technical Advisors, have assessed all supporting information against local and national policy as well as considering any other material planning considerations.
- 14.8. In economic benefit terms given the scale and mix of uses proposed at the site and associated infrastructure requirements, there will be significant employment and construction supply chain opportunities arising throughout the site's development phases. It is estimated that around 2,900 full time equivalent jobs could be supported, both on and off-site in the construction supply chain. Once the site is fully developed and

occupied, around 4,600 full time equivalent jobs will be located at the site generating around £240M of GVA annually for the Central Lancashire Economy.

- 14.9. Notably, the supporting information which has been subject to independent professional scrutiny demonstrates that the scale of the ‘enabling development’ is commensurate with the scale of infrastructure necessary to bring forward the employment uses and therefore accords with Policy C4 of the Local Plan which requires that the scale of any alternative enabling development be limited to that which is clearly demonstrated to be necessary to fund essential infrastructure and which will not prejudice the delivery and maintenance of the primary employment function of the site.
- 14.10. The supporting retail evidence, which has also been subject to robust scrutiny by the authority’s retained retail consultants who have challenged evidence and asked for further evidence throughout the process, demonstrates that the proposed uses will not create significant adverse impacts to existing centres or planned investment in those centres. In respect of neighbouring towns it is accepted that a ‘no poaching’ condition is appropriate to prevent existing retailers relocating from neighbouring town centres to the application site. Counsel advice has confirmed that, as the application currently being processed by Chorley Borough Council in respect to the Botany Bay site, which includes retail, is only a planning application and no more than that, it is not a ‘commitment’ and, in NPPF paragraph 26 terms, we are not required to take account of it in determining this application.
- 14.11. The traffic and transport impact of the proposed development has been assessed in line with guidance contained in the DfT publication ‘Guidance on Transport Assessment’ (March 2007) and The Institute of Environmental Management and Assessment (IEMA) Guidelines for the Environmental Assessment of Road Traffic. The scope of the Area Traffic Model was agreed following scoping discussions with LCC Highways and Highways England.
- 14.12. In accordance with Paragraph 32 of the NPPF, plans and decisions should take account of whether improvements can be undertaken within the transport network that cost effectively limit the significant impacts of development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. In this respect it has been demonstrated that the proposal is acceptable in terms of highway capacity terms, highway safety and provides for acceptable internal highway circulation, subject to appropriate mitigation. The car parking provision is appropriate for this scale of development. The on and off-site mitigation has full support of the respective highway authorities. LCC Highways and Highways England have sought further modelling and challenged assumptions and findings before reaching their final views. As stated above, the scope of the study area in highway terms, was agreed with LCC Highways/ Highways England prior to submission, and had these statutory bodies seen the need for highway mitigation measures in Chorley borough then it would have formed part of that discussion and translated into a need as part of the mitigation. This however was not the case.
- 14.13. In view of the above and the position that there is no substantive harm from the development, your officers do not accept the objections put forward by Chorley Borough Council for the detailed reasoning set out in this report. Chorley have presented evidence that reaches a different conclusion to that of the professionals submitting the supporting

documentation to the application and our professional independent assessment of it. The significant mitigation contribution of in excess of £11.5M cannot be substantiated as it cannot be justified either in highway or retail impact terms. Notwithstanding this, a contribution of this scale would render the whole scheme unviable.

- 14.14. It is only the design of the buildings within the Full application that are for consideration at this time. This comprises a bespoke IKEA store which follows the normal corporate identity of the company and a series of linked retail units. The starting point of the design process is that 'form follows function'. However, the overall height of the retail units has been increased to make them sit in a congruous way with the significant unit to be occupied by IKEA. Plot size has been determined to suit a range of retailers and the requirements of the eastern anchor store IKEA. The buildings increase in scale and mass to the east, beginning with the restaurants followed by the main retail block and then the IKEA store. The units are of modernistic appearance with the use of high quality materials throughout. All retail frontages face north with car parking in front. The servicing and refuse management takes place to the rear of the buildings. The service yards are screened by existing landscaping including mature trees. The six restaurants sit in a courtyard configuration, are of interesting design and use of materials. The proposal is therefore of an acceptable design. Details of the development subject to Full permission at this stage has been assessed and the development covered by the Outline proposal will be subject to a Design Code condition for consideration at the appropriate time.
- 14.15. In terms of landscape impact, the starting point is that this is a greenfield site and it is the case that, post-development, the visual appearance of the site and how it sits in the surrounding landscape will be different. In allocating the site for comprehensive development in the South Ribble Local Plan, it follows that this change in appearance has been anticipated and accepted in principle. It therefore has to be considered whether this proposal is designed in such a way as to sensitively manage this impact upon the landscape. The green infrastructure framework underpinning the development seeks to incorporate existing landscape features into the development where possible and also provide mitigation for the features that it is necessary to lose to allow the site to be developed. In a regional green infrastructure context this site seeks to make a contribution by creating a green linkage across the site to add to the north-south progression of green infrastructure formed by Miller Park, then progressing southwards through Central Parks, Dandy Brook Park and finally linking to Cuerden Valley Park. This also provides the opportunity for improved cycle and pedestrian linkages through the site.
- 14.16. The employment north area benefits from combination of existing and proposed landscape. To the west a buffer zone extending up to 80m will provide a buffer to existing and proposed housing. To the east, a landscaped buffer zone of between 35m and 60m is indicated adjacent to the A6 created by a combination of existing treescape, adjacent to the highway and additional strategic landscaping. To the north of the site a combination of existing and proposed landscaping will provide a landscape setting and form part of the site-wide urban drainage strategy. The opportunity to increase the landscape buffer onto the A6 frontage over and above that proposed is curtailed by the need to have the quantum of development that is proposed on the site for viability purposes.

- 14.17. Having assessed the above green infrastructure strategy and considered how the development relates to surrounding developments and viewpoints, it is considered the development provides an acceptable combination of existing and proposed landscaping such that it will present an acceptable development in the landscape both internally and externally to the site.
- 14.18. The supporting Environmental Statement, which is supported by extensive and robust ecological studies and survey data, covers both the Full and Outline application. In respect of the Full application it is concluded that Phase 1 of the scheme (the Full application) will not have any significant overall adverse impact upon biodiversity as its effects will be adequately mitigated and compensated. As the development as sought in the Outline submission has not yet been submitted the application is only considering the principle of development, it is not possible to ascertain the full extent of any loss and necessary mitigation. It is, therefore, fair to conclude that there will potentially be a cumulative residual impact on grassland and therefore breeding birds and wider biodiversity. Furthermore it is also reasonable to conclude it will be possible to adequately mitigate and compensate in association with the Reserved Matters application as has been the case with the Full application.
- 14.19. An Archaeological Desk Based Assessment has been submitted as part of the Environmental Statement which considers the heritage assets on the site and in the surrounding area and identifies likely direct, indirect, individual and cumulative effects of the development on designated heritage assets and the potential below ground archaeological resource. The Assessment concluded that the development of the site would not have any negative impact either directly, or indirectly in terms of the setting of six of the seven buildings in the vicinity of the site. In terms of the Listed Building that the site envelopes, Old School House, your officers conclude any impact on the setting of this building will be negligible and Historic England have not raised any adverse representation in this respect. In terms of archaeology, the Assessment concluded that there will be no effects on archaeology at the operational stage but that the construction phases will involve some disturbance to some of the below ground archaeological remains. It is therefore recommended that, prior to construction commencing, further investigation is undertaken and, based on the results of this investigation, an appropriate mitigation strategy should be put in place if required. The Council's advisors on heritage support this proposed approach and recommend an appropriate condition is imposed.
- 14.20. The Lead Local Flood Authority and United Utilities are satisfied that the proposed development is acceptable in drainage and flood risk terms subject to a series of conditions. The Environment Agency has raised no objection subject to a condition addressing potential pollution.
- 14.21. Following careful consideration of the potential impacts of the proposed development and implementation in full of the proposed mitigation and compensation, it is concluded that Phase 1 of the scheme, applied for in Full, will not have any significant overall adverse impact upon biodiversity as its effects will be adequately mitigated and compensated.

- 14.22. In terms of the minerals allocation on the southern sector of the site, consultants have assessed this in relation to relevant policy in the Development Plan and concluded that the overarching need and benefit arising from the development significantly outweighs the sterilisation of the mineral resource. Furthermore, it is the case that the resource could not be extracted within the timescales that would allow the development proposal to come forward in timely manner.
- 14.23. In terms of air quality and noise, an Air Quality Assessment has been submitted as part of the planning application and concludes that the development would not have a significant impact on air quality and complies with all relevant legislation and guidance. A range of measures can be put in place to minimise or prevent dust generation during construction and secured by a suitably worded condition. SRBC Environmental Health have considered the submitted information and have raised no objection to the proposal, recommending conditions relating to the provision of electric vehicle recharge points; restrictions on the use of solid fuel appliances and provision of secure cycle storage facilities. A Combined Sustainability Statement is also submitted in association with the application which considers reducing the environmental impact from transport associated with the site, the suggested measures are covered by condition.
- 14.24. A noise and vibration statement is included within the submitted Environmental Statement which identifies the dominant noise source to be road traffic associated with the surrounding highway network, while noise from demolition and construction are likely to be of a more temporary nature. Noise from the operational use of the site is likely to be negligible and can be controlled by condition relating to use of external areas, agreement of plant details and boundary treatments. Conditions are also recommended to address issues during construction, which will cover such matters as hours of construction, a Construction Management Plan and routing of construction traffic to the site. Environmental Health concur with the conclusions of the noise assessment, and therefore there are no outstanding issues in this regard subject to the regulatory conditions discussed above.
- 14.25. Planning Obligations – the residential and retail elements of the proposal will both be liable to pay CIL which is a charge based on floorspace. Although we have details of the retail floorspace we do not have details of the residential floorspace as this element is only in Outline. Therefore we are unable to work out precisely how much CIL the proposal will attract. However, an estimated figure is approximately £4.36M. It is estimated that around £1M of New Homes Bonus receipts and around £0.18M of Council Tax income. The Council will also collect approximately £3.8M of National Non Domestic Rates Income.
- 14.26. Affordable housing will be provided in compliance with Core Strategy Policy 7 at a rate of 30%. Given the number of potential ‘unknowns’ with a site of this scale, a condition is proposed to allow further viability assessments as the development progresses to ensure the 30% provision is still viable. This approach is also in line with policy.
- 14.27. It is concluded that the scheme is in compliance with the Development Plan and there are no other material considerations that would indicate that the scheme should be determined other than in accordance with the Development Plan. In the absence of significant harm and considering the significant benefits arising from the proposal, in terms of ‘the planning balance’, the application is recommended for approval subject to

an extensive list of regulatory conditions and the completion of a S106 Agreement. Furthermore the Design Code and associated Parameter Plans provide an appropriate mechanism to shape and consider the future phases of the development and should be adopted for Development Management purposes.

## **15 Recommendation**

- 15.1. That Members be minded to approve the application and that the decision be delegated to the Planning Manager in consultation with the Chair and Vice-Chair of the Planning Committee upon the successful completion of a Section 106 Agreement to secure:
- Provision and future maintenance of infrastructure (which forms part of the Phase 1 detailed application)
  - Phasing and delivery
  - Provision of a marketing plan to market the development to future users and occupiers
  - An Employment and Skills Coordinator
  - Funding for the provision of a bus service
- 15.2 That the decision delegated to the Planning Manager in consultation with the Chair and Vice-Chair of the Planning Committee allows for corrections to the list of conditions attached to the planning permission.
- 15.3 That the Planning Committee adopt the Design Code and Parameter Plans for Development Management purposes.

## **16 Appendices**

- Appendix A Cuerden Adopted Masterplan
- Appendix B Proposed Development (Showing full Planning Permission Only)
- Appendix C Proposed Illustrative Development
- Appendix D Phasing Plan
- Appendix E Parameter Plans (four plans)

## **17 Recommended Conditions**

### **Conditions Relating to the ‘Full’ Element of the Permission**

#### **1. Planning Permission Timescale**

The development hereby permitted must be begun not later than the expiration of five years beginning with the date of this permission.

REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

#### **2. Permitted Plans**

The development, hereby permitted, shall be carried out in accordance with the submitted approved plans 2016-152/102L (Proposed Development Framework Plan); 2016-152/104H (Parameter Plan 2 - Land Use and Quantum); 2016-152/105H (Parameter Plan 3 - Building Heights); 2016-152/106G (Parameter Plan 4 - Access); 2016-152/107E (Parameter Plan 1 - Development Plots); 2016-152/108 (Planning Application Red Line

Boundary; 2016-152/110A - Pumping station details); 2016-152/111H (Public Footpath Diversions); 2016-061/110P (Proposed Site Plan); 2016-061/115D (Proposed Fire Strategy Plan); 2016-061/116D (Security Strategy Plan; 2016-061/118A (Service Tracking Paths); 2016-061/119B (Service Tracking Paths); 2016-061/200F (Proposed Ground Floor - Retail units); 2016-061/201F (Proposed First Floor - Retail units); 2016-061/202F (Proposed Roof Plan - Retail units); 2016/061/203D (Proposed Sections 1,2 & 3 - Retail units); 2016-061/204E (Proposed Sections 4 & 5 - Retail units); 2016/061/205H (Proposed Elevations - Retail units); 2016-061/250E (Proposed Ground Floor - Restaurants); 2016-061/251C (Proposed Roof Plan - Restaurants); 2016-061/252D (Proposed Sections 1,2 & 3 - Restaurants); 2016-061/253D (Proposed Sections 4 & 5 - Restaurants); 2016-061/255E (Proposed Elevations - Restaurants); 2016-061/258 (Proposed Management Suite); 2016-152-9199A (Landscape - Master Key); 2016-152-9200B (Landscape - Overall GA Plan); 2016-152-9201D (Landscape - Detailed Application GA); 2016-152-9202C (Landscape - Detailed Layout 1 of 9); 2016-152-9203C (Landscape - Detailed Layout 2 of 9); 2016-152-9204C (Landscape - Detailed Layout 3 of 9); 2016-152-9205C (Landscape - Detailed Layout 4 of 9); 2016-152-9206C (Landscape - Detailed Layout 5 of 9); 2016-152-9207C (Landscape - Detailed Layout 6 of 9); 2016-152-9208F (Landscape - Detailed Layout 7 of 9); 2016-152-9209B (Landscape - Detailed Layout 8 of 9); 2016-152-9210D (Landscape - Detailed Layout 9 of 9); 2016-152-9101 (Masterplan - Area of Green Infrastructure); 2016-152-9102 (Detailed Application (Phase 1) - Area of Green Infrastructure); 2016-152-9223 (Soft Landscape Details); 2016-152-9224 (Wigan Road - Landscape Layout); 2016-152-9225 (Wigan Road - Landscape Section); 2016-061/1001 (Proposed CGI View 1); 2016-061/1002 (Proposed CGI View 2); 2016-061/1003 (Proposed CGI View 3); 2016-061/1004 (Proposed CGI View 4); 2016-061/1005 (Proposed CGI View 5); 2016-061/1006 (Proposed CGI View 6); 2016-061/1007 (Proposed CGI View 7); 2016-061/1008 (Proposed CGI View 8); 2016-061/1009 (Proposed CGI View 9); 2016-061/1010 (Proposed CGI View 10 Wigan Road (South); 2016-061/1011 (Proposed CGI View 11 Wigan Road (North); 2012-204/220 Rev B (Proposed Ground Floor Plan Level 00); 2012-204/221 Rev\* (Proposed First Floor Plan Level 01); 2012-204/222 Rev\* (Proposed Second Floor Plan Level 02); 2012-204/223 Rev\* (Proposed Roof Plan); 2012-204/224 Rev A (Proposed GA Sections); 2012-204/225 Rev A (Proposed Elevations Sheet 1); 2012-204/226 Rev\* (Proposed Elevations Sheet 2); 2012-204/227 Rev\* (Swept Path Analysis); 2012-204/228 Rev C (Proposed Site Plan in Context); Design & Access Statement December 2016.

REASON: For the avoidance of doubt and to ensure a satisfactory standard of development.

### 3. Phasing

None of the approved Use Class A1 retail floorspace shall open for trade until the necessary site infrastructure and services, required for the quantum of development floorspace identified in the Parameters Plan (2016-152/104H) as identified in the applicant's Viability Appraisal (Ridge January 2017) and shown in Plan Reference 2016-152/113 therein has been implemented. The highways infrastructure for Phase 1 shall provide unfettered access to the remaining development phases. Prior to commencement of development the applicants shall submit a schedule, to be approved by the LPA, setting out the detail of the infrastructure and services being provided and at which phase, along with detailed plans and specifications. Any revision to the delivery of the infrastructure is to be provided in a detailed programme of works and agreed in writing with the Local Planning Authority.

REASON: To ensure that the enabling development hereby consented facilitates the viable development of the remaining employment development in accordance with Policy C4

#### 4. Materials

Prior to the commencement of each phase of development, details of the colour and texture of facing and roofing materials to be used shall be submitted to and be approved in writing by the Local Planning Authority. Each phase of the development shall proceed in accordance with the approved details.

REASON: To ensure the satisfactory detailed appearance of the development in accordance with Policy 17 of the Core Strategy and Policy G17 in the South Ribble Local Plan.

#### 5. Highway Improvement Works

No highway works shall commence until a scheme for the construction of the site access and the off-site works highway improvement works has been submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highways Authority and the Secretary of State for Transport comprising:

Unless otherwise agreed in writing with the Local Planning Authority, the highway improvements as generally shown on drawing numbers MMD-357876-C-ddr-00-0007 Rev Pr, MMD-370964-C-DR-00-xx-0006 Rev P3, MMD-370964-C-DR-00-XX-0011 Rev P6, MMD-370964-C-DR-00-XX-0012 Rev P6, MMD-370964-C-DR-XX-0013 Rev P6, MMD-370964-C-DR-00-XX-0014 Rev P5, MMD-370964-C-DR0016 Rev P4, MMD-370964-C-DR-00-XX-0017 P3 and MMD-370964-C-DR-00-XX-0018 Rev P1 including:

i) M65 Terminus Roundabout

- o Existing roundabout to be signalised.
- o Access maintained into VOSA.
- o The approach from the strategic network to separate highway streams from the M65 and M6, both to be 2 lanes each with separate signal control.
- o The infrastructure to support the signalisation to be determined as part of detail design.
- o Additional infrastructure to support safe operation of the motorway to be agreed with Highways England

ii) Stanifield Lane signalised roundabout

- o Widening of the A582 Lostock Lane to provide a section of 3-2merge towards Sainsburys signalised roundabout.

iii) Lostock Lane

- o Three lanes in each direction on Lostock Lane A582 between Stanifield Lane signalised roundabout and Sainsburys signalised roundabout.
- o Access to St. Catherine's Hospice to include 'Keep Clear' over all three lanes on the A582 to ease egress to all lanes
- o Controlled signalised Toucan crossing over A582 Lostock Lane
- o On/off highway cycle provision to and along Lostock Lane to be reviewed and amended, linking into the existing provision.

iv) Sainsburys signalised roundabout (A582/A6)

- o Provision of 4 internal circulating lanes
- o Extension of lane gain on approaches
- o Additional land provided approaching the junction from the east
- o Additional land provided exiting to the west, towards Stanifield signalised junction.
- o Additional road markings on the A582 to support St.Catherine's hospice

v) Wigan Road/Station Road signalised junction including Old Lostock Lane (A6/A49/B6258)

- o Extension of approach lanes from the north

- o Additional lane provided approaching the junction from east.
- o Additional lane provided approaching the junction from the west.
- o Additional lane provided approaching the junction from the south with right turn storage for the existing car park.

vi) M6 J29 (Lostock Lane/Church Rd)

- o Provision of three circulating lanes (use of motorway embankment).
- o Additional lane provided approaching the junction from the west.
- o Additional lane provided approaching the junction from the north to include an additional lane (use of the hard shoulder and also encroaching into the existing embankment).
- o Additional lane provided from the east, onto the southbound motorway slip road (dedicated exit lane).
- o Signalisation of the eastbound circulation with the approaching slip road from the north.
- o Safety measures including those to better protect cyclists on the foot/cycleway such as higher safety barrier/fence on the bridge or from circulating vehicles.

vii) Other Works

- o Provision of bus stops with shelters western side of Stanifield Lane including a footway to the signalised crossing over Stanifield Lane to access Stoney Lane
- o Network management measures on Wigan Road supported by a review of speed limits and traffic regulation orders (such as parking restrictions) as a minimum between Wigan Road/Station Road junction to the M6 overbridge. Changes will be an outcome of the review as well as gateway features to the south of the site and treatment at the public and service access points to highlight the development and other features served off this road (not development related). All changes to have regard to the green environment to the east of Wigan Road where possible using appropriate materials. Measures will also include signing and Speed Indicator Display Signs (SPIDs) or similar.
- o Signing strategy local i.e. at all exit points and wider to satisfy appropriate routeing to the site.
- o Information strategy including the motorway network such as to the use of up-to-date live information via Variable Message Signs.
- o Monitoring of the following junction by use of appropriate technology (e.g. CCTV)
- o Stanifield Lane signalised roundabout,
- o Wigan Road/Station Road junction and
- o Sainsbury signalised roundabout.

REASON: In the interests of safety and sustainable transport in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

## 6. Highway Works

Trigger points for the completion of individual measures identified and approved through condition 5 shall be agreed in writing with the Local Planning Authority, in consultation with the Highway Authority and the Secretary of State for Transport, prior to the commencement of development. The agreed trigger points shall then be fully adhered to.

REASON: In the interests of sustainable transport in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

## 7. Access

No part of the development hereby approved shall commence until a scheme for the construction of the site access and emergency access has been submitted to, and approved in writing by, the Local Planning Authority. The scheme shall include provision

for the timing of construction of the site access and emergency access. The development shall take place in accordance with the approved scheme.

**REASON:** In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway works are acceptable before work commences on site and to enable all construction traffic to enter and leave the site in a safe manner without causing a hazard to other road users so as to accord with Policy 3 of the Core Strategy and Policy G17 of the South Ribble Local Plan.

## 8. Service and Staff Highway Management

Prior to first occupation of any phase of development hereby approved, a Service Access and Staff Car Park Management Strategy for that phase shall be submitted to, and approved in writing by, the Local Planning Authority, in consultation with the Highway Authority. The Strategy shall include details of:

- o Routing of vehicles into the staff carpark
- o A prescribed Large Vehicle Delivery Route Plan
- o A strategy for delivery, collections and servicing
- o Access points for emergency vehicles
- o Measures to control/restrict customer use of emergency accesses and staff and servicing areas
- o Internal signage
- o Security

The staff car park, servicing and emergency accesses shall be surfaced and laid out in accordance with the approved plans and operated in accordance with the approved Service Access and Staff Car Park Management Strategy for that phase.

**REASON:** To allow for safe and efficient operation of the development in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

## 9. Servicing and Delivery Strategy

Prior to the first use or occupation of any phase of development (excluding residential), a Servicing and Delivery Strategy for that phase shall be submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highway Authority. The Strategy shall include details of:

- Hours of HGV deliveries
- Hours for home deliveries (if appropriate)
- Hours for waste collection
- Hours for emptying of bottle banks (if appropriate)
- Service yard management regimes including use of vehicle reversing alarms and refrigeration units, parking and manoeuvring of vehicles within the yard
- Operation of service yard gates, including details of their design and construction including appropriate rubber/neoprene stops

The development shall thereafter be operated in accordance with the approved strategy.

**REASON:** In the interests of the amenity of neighbouring residential properties in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

## 10. Customer Car Park Management Strategy

Prior to the first use or occupation of any phase of development (excluding residential), a Car Park Management Strategy for that phase shall be submitted to, and approved in

writing by, the Local Planning Authority, in consultation with the Highway Authority. The Strategy shall include details of:

- the maximum duration of stay for all users
- include number of parking spaces per user type
- car park enforcement
- internal signing
- security
- measures and techniques to maximise car park efficiency and the way it will be managed
- mechanism for a review of the Strategy within 12 months of the opening of the phase to confirm the satisfactory operation of the car park and surrounding highway network from the duration of stay approved

The car park shall be surfaced and laid out in accordance with the approved plans and operated in accordance with the approved Car Park Management Strategy.

REASON: To allow for safe and efficient operation of the car park in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

#### 11. Temporary Access Works

No site preparation (which includes demolition) or construction to commence until all temporary access works and those required on all key corridors/locations within that phase that are impacted on/used by demolition/construction vehicles are provided and agreed in writing by the Local Planning Authority in consultation with the appropriate highway authority.

REASON: In the interests of highway safety and other highway users in accordance with Policy G17 in the South Ribble Local Plan 2012-2026

#### 12. Floorspace

Notwithstanding the approved plans the gross internal area constructed as part of the full element of the application site shall not exceed 66,800 sq. m of which retail (A1) uses shall comprise no more than 65,000 sq. m, and restaurant/caf£(A1 & A3) uses shall comprise no more than 1,800 sq. m.

REASON: To control the development in accordance with the Environmental Impact Assessment submitted with the application.

#### 13. Sub-Division

The retail units (A1) hereby approved shall not at any time be subdivided into more than one retail unit.

REASON: To define and limit the proposed retail use on site.

#### 14. Net Sales Area

The net sales area of the Use Class A1 floorspace (excluding Unit 1 (labelled as 'Ikea' the approved Proposed Development Framework Plan dwg. no. 2016-152-102 Rev L)) hereby approved shall not exceed 23,993 sq. m, of which no more than 1,784 sq. m net shall be used for the sale of convenience goods.

REASON: To define and limit the proposed retail use on the site to that set out in the planning application.

15. Restriction on Use

The use of the Unit 1 (labelled as 'Ikea' the approved Proposed Development Framework Plan dwg. no. 2016-152-102 Rev L) shall be limited to the sale of DIY products, furniture and homewares for the following areas and product categories:

- Living Room (sofas, bookcases, tables etc.);
- Dining Room and Work Room;
- Bedroom, Children's room, Hall;
- Kitchens and Bathrooms;
- Workshop (flooring, wall coverings);
- Lighting (domestic, technical, lamps);
- Rugs and mats;
- Textile Interiors (bed textiles, fabrics and curtains);
- Kitchenware (kitchen boutique, tableware);
- Home Accessories (for example pictures, frames, baskets ware, play);
- Contact (office, conference work);
- Garden Furniture (plants and accessories);
- Renewable Technologies (for example solar panels)

Also for an ancillary uses including restaurant, cr£he, children's play area, fast food kiosks, and Sweden Shop which are offered in support of the main retail function.

REASON: In the interests of protecting the vitality and viability of existing town centres in accordance with Chapter 2 of the National Planning Policy Framework.

16. Floorspace Restriction

The total gross internal floor area of the retail store hereby permitted (labelled as 'Ikea' the approved Proposed Development Framework Plan dwg. no. 2016-152-102 Rev L) shall not exceed 35,009 sq. m gross floorspace.

REASON: In the interests of protecting the vitality and viability of existing town centres in accordance with Chapter 2 of the National Planning Policy Framework.

17. Restriction on Use

Notwithstanding the provision of the Town and Country Planning (Use Classes) Order 1987 (as amended) Paragraph 3(1) or any provision equivalent to this in any statutory instrument revoking and re-enacting this Order, the use of the development hereby permitted shall be restricted to the use applied for.

REASON: To define and limit the proposed retail use on the site to that set out in the planning application.

18. Town Centre Protection

None of the approved Use Class A1 retail floorspace should be opened for trade by any retailer who at the date of first opening, or within a period of 6 months immediately prior to first opening, occupies retail floorspace within the Primary Shopping Areas of Preston City Centre, or Leyland Town Centre, or Chorley Town Centre unless a scheme which commits the retailer to retaining their presence as a retailer within that Centre, for a minimum period of 5 years following the date of opening for trade within the development, or until such time as they cease to occupy retail floorspace within the development, whichever is the sooner, has been submitted to and approved in writing by the local planning authority.

**REASON:** To define and limit the proposed retail use on site in order to protect town centre vitality and viability.

19. Archaeology

Prior to the commencement of works within each phase, an appropriate scheme of investigation is to be undertaken on the sites identified in the submitted Archaeological Desk-based Assessment (December 2016) as requiring further investigation. The result of the investigations shall be submitted to the Local Planning Authority, along with any mitigation measures within that phase, to be approved in writing. Works within that phase shall then proceed in accordance with the approved details unless otherwise agreed in writing with the Local Planning Authority.

**REASON:** To ensure and safeguard the recording and inspection of matters of archaeological and/or historical importance associated with the building/site in accordance with Policy 16 in the Central Lancashire Core Strategy

20. Contaminated Land

No development approved by this full planning permission shall commence until a remediation strategy to deal with the risks associated with contamination of the site of the relevant phase has been submitted to, and approved in writing by, the Local Planning Authority. This strategy will include the following components:

i. A preliminary risk assessment which has identified:

- o all previous uses;
- o potential contaminants associated with those uses;
- o a conceptual model of the site indicating sources, pathways and receptors; and
- o potentially unacceptable risks arising from contamination at the site.

ii. A site investigation scheme, based on (1) to provide information for a detailed assessment if required of the risk to all receptors that may be affected, including those off site.

iii. The results of the site investigation and the detailed risk assessment referred to in (2 if required) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures if required and how they are to be undertaken.

The strategy shall be implemented as approved.

Following completion of the remediation measures (if required) a verification plan demonstrating that the works set out in the remediation strategy are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action shall be submitted to and approved in writing by the Local Planning Authority.

The verification plan shall be implemented as approved.

**REASON:** To confirm before work commences on site that the development does not contribute to, is not put at unacceptable risk from, or adversely affected by, unacceptable levels water pollution in line with paragraph 109 of the National Planning Policy Framework. To prevent deterioration of a water quality element to a lower status class.

21. Importation of Material

Prior to the importation of any subsoil and/or topsoil material into the proposed development site, the material shall be sampled and subject to laboratory analysis to confirm the suitability of the proposed material to ensure it shall not pose a risk to human

health as defined under Part IIA of the Environmental Protection Act 1990 and the results submitted to and approved in writing by the Local Planning Authority.

**REASON:** To confirm before work commences on site that imported sub and/or topsoil will be protective of human health and the environment in the interests of residential amenity in accordance with Policy 17 in the Central Lancashire Core Strategy and Policy G14 in the South Ribble Local Plan 2012-2026

22. Surface Water Drainage

No phase of the development shall commence until details of the design, based on sustainable drainage principles, and implementation of an appropriate surface water sustainable drainage scheme for that phase have been submitted to and approved in writing by the local planning authority.

Those details shall include, as a minimum:

- a) Information about the lifetime of the development, design storm period and intensity (1 in 30 & 1 in 100 year + allowance for climate change see EA advice Flood risk assessments: climate change allowances'), discharge rates and volumes (both pre and post development), temporary storage facilities, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of floor levels in AOD;
- b) The drainage strategy should demonstrate that the surface water run-off must not exceed the pre-development greenfield runoff rate which has been calculated at 7.3l/s/ha. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.
- c) A fully labelled network drawing showing all dimensions (pipe numbers, gradients, sizes, locations, manhole details etc.) of every element of the proposed drainage system (pipes, swales, storage areas, ponds etc.) and how these relate to submitted calculations. As this is a phased development, explanation of how the site will adequately consider flood risk at all stages of the development, avoiding interim phases which are unprotected.
- d) Flood water exceedance routes, both on and off site;
- e) A timetable for implementation, including phasing as applicable;
- f) Details of water quality controls, where applicable;
- g) Details of soil bunding or barrier, if deemed necessary, to protect vehicles (out of control) existing M65.

The scheme shall be implemented in accordance with the approved details prior to first occupation of any of the approved buildings within that phase, or completion of the development, whichever is the sooner. Thereafter the drainage system shall be retained, managed and maintained in accordance with the approved details.

**REASONS:** To ensure before commencement of development on site that the proposed development can be adequately drained; that there is no flood risk on or off the site resulting from the proposed development and that water quality is not detrimentally impacted by the development proposal in accordance with Core Strategy Policy 29.

23. SuDs Scheme and Management & Maintenance Plan

No phase of the development hereby permitted shall be occupied until the sustainable drainage scheme for that phase has been completed in accordance with the submitted details.

The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

**REASON:** To ensure that the drainage for the proposed development can be adequately maintained and that there is no flood risk on- or off-the site resulting from the proposed development or resulting from inadequate the maintenance of the sustainable drainage system in accordance with Core Strategy Policy 29.

#### 24. LLFA Surface Water Lifetime Management

No phase of development shall be occupied until details of an appropriate management and maintenance plan for the sustainable drainage system for the lifetime of that phase of development have been submitted which, as a minimum, shall include:

- a) The arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a Management Company
- b) Arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as:
  - i. on-going inspections relating to performance and asset condition assessments
  - ii. operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime;
- c) Means of access for maintenance and easements where applicable.

The plan shall be implemented in accordance with the approved details prior to first occupation of any of the buildings within that phase, or completion of the development, whichever is the sooner. Thereafter the sustainable drainage system shall be managed and maintained in accordance with the approved details.

**REASON:** To ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development, to reduce the flood risk to the development as a result of inadequate maintenance and to identify the responsible organisation/body/company/undertaker for the sustainable drainage system in accordance with Core Strategy Policy 29.

#### 25. Construction Phase Surface Water Management

No phase of development shall commence until details of how surface water and pollution prevention will be managed during that construction phase have been submitted to and approved in writing by the local planning authority.

Construction activities that shall be included, as a minimum:

- Operation and washing of construction vehicles - Pollution Prevention
- High volume movement of construction vehicles - vehicle traffic to be limited to major path routes through the site to avoid soil compaction and the associated increased likelihood of surface water runoff.
- Pre-construction drainage to be installed to intercept the existing land drainage systems and divert soil water away from the working area.

- Checklist of monitoring required for the scheme to be prepared, checklist to include as a minimum, the following:

- o Water quality monitoring at discharge points to local drains / watercourses.
- o Visual inspection of ditches remaining in situ including condition survey. Photographic evidence to be provided of before and after.
- o The monitoring locations will be clearly marked to ensure the same locations are used throughout all phases, thereby allowing comparison of results over time and easy identification of trends away from the baseline. Locations to be pre-agreed.

Work shall be undertaken in full accordance with the agreed measures within a timeframe agreed in writing with the Local Planning Authority.

REASON: To ensure that the construction phase(s) of development does not pose an undue flood risk on site or elsewhere and to ensure that any pollution arising from the development as a result of the construction works does not adversely impact on existing or proposed ecological or geomorphic condition of water bodies in accordance with Core Strategy Policy 29.

#### 26. Water Attenuation Measures

All attenuation basins, flow control devices/structures and swales within that phase are to be constructed and operational prior to the occupation of that phase of Use Class A1 retail development.

REASON: To ensure site drainage during the construction process does not enter the watercourses at un-attenuated rate and to prevent a flood risk during the construction of the development in accordance with Core Strategy Policy 29.

#### 27. Foul and Surface Water Drainage

Prior to commencement of any phase of the development, a strategy outlining the general system of drainage for foul and surface water flows arising from each phase shall be submitted to the Local Planning Authority and approved in writing. This strategy shall be based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly. The development shall be completed in accordance with the approved details. The strategy shall include details of any necessary infrastructure. Thereafter the detailed schemes for foul and surface water drainage for any phase of the development shall be submitted for approval in accordance with the strategy for the entire site approved under this condition.

REASON: In order to satisfy the Local Planning Authority that the final details of proposed foul and surface water drainage are acceptable before work commences on site, for avoidance of doubt, to safeguard local watercourses and avoid pollution of the water environment in accordance with Policy 29 in the Central Lancashire Core Strategy, NPPF and NPPG

#### 28. Travel Plan

Prior to the first occupation of any phase of the development, a Travel Plan for that phase shall be submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include objectives, targets, mechanism and measures to achieve and maintain targets, monitoring, implementation timescales and have a travel plan co-ordinator in post

prior to first occupation and to remain until 5 years after final completion of the site. The approved plans for each phase of development will be audited and updated at intervals as approved and the approved plan be carried out.

REASON: To promote and provide access to sustainable transport options in accordance with Policy 3 in the Central Lancashire Core Strategy.

29. Traffic Management Plan

Prior to the commencement of any phase of development a Traffic Management Plan for the construction vehicles and staff access the site during the construction works for that phase, shall be submitted to, and approved in writing, by the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period and be kept live taking into account influences beyond the control of this application. The Plan shall provide further information on routes and routeing. Also, to include use/limitations on each route for deliveries, plant, abnormal loads or employees/workers; profile for typical, the recording of daily deliveries; maximum number of deliveries per day; hours of deliveries; safe waiting areas on local road network; highway changes on routes with safety audit; temporary road or footpath closures; penalties for non-compliance of the plan whether the main contractor, sub-contractors or drivers; training of drivers on routeing and consideration on other highway users; communication strategy during construction between driver and compounds; recording of all deliveries into each compound; signing and communication with the impacted community. The Traffic Management Plan for each phase of the development shall be implemented as approved.

REASON: In the interests of highway safety and other highway users in accordance with Policy G17 in the South Ribble Local Plan 2012-2026

30. Parking Provision

Prior to first occupation of any phase of the development hereby approved, the parking spaces comprised in that phase of development shall be provided in accordance with the approved plans. The parking spaces shall be retained at all times thereafter and shall not be used for any purpose other than the parking of vehicles unless as agreed within the Travel Plan to be temporarily used for seasonal displays or maintenance but reinstated at the end of the agree period.

REASON: To ensure the provision and retention of adequate on-site parking in the interests of residential amenity and highway safety as required by Policy F1 and Policy G17 in the South Ribble Local Plan 2012-2026

31. Motorbike/Cycle Facilities

Prior to the first use of any phase of development hereby approved, the cycling/motorbike facilities comprised in that phase of development shall be provided in accordance with the approved plans and permanently retained thereafter.

REASON: To ensure the provision and retention of adequate on-site parking facilities and to accord with Policy F1 and Policy G17 in the South Ribble Local Plan 2012-2026

32. Landscaping Scheme

The approved landscaping scheme for each phase of the development shall be implemented in the first planting season following completion of that phase of development or first occupation/use, whichever is the soonest, and shall be maintained thereafter for a period of not less than 5 years in compliance with BS 5837 2012 - Trees in Relation to Design, Demolition and Construction - Recommendations. This maintenance shall include the watering, weeding, mulching and adjustment and removal

of stakes and support systems, and shall include the replacement of any tree or shrub which is removed, becomes seriously damaged, seriously diseased or dies by the same species. The replacement tree or shrub must be of similar size to that originally planted.

REASON: In the interests of the amenity of the area in accordance with Policy 17 in the Central Lancashire Core Strategy, Policy G13 and Policy G17 in the South Ribble Local Plan 2012-2026

33. Electric Vehicle Charging Points

Full details of the provision of electric charging points to serve all uses on the site shall be submitted to and approved by the Local Planning Authority and the charging points installed and operational before the occupation of the building/s that the parking area serves. The submitted details shall also include details of conduit to be installed at the time of construction to allow the installation of further charging points in the future. The parking bay shall be appropriately marked to ensure sole use by electric vehicles and adequate charging infrastructure with associated cabling provided for the designated parking bay. The charging point shall be located so that a 3m cable will readily reach the vehicle to be charged when parked in the designated parking bay. The charging points shall be retained and maintained thereafter.

Reason: To enable and encourage the use of alternative fuel use for transport purposes in accordance with Policy 3 of the Central Lancashire Core Strategy

34. Boundary Treatment

Prior to the commencement of any phase of the development a scheme detailing the boundary treatments for that phase shall be submitted to and approved in writing with the Local Planning Authority. The occupation of buildings or the commencement of the use within that phase shall not occur until the boundary treatments have been erected/installed/planted in accordance with the approved details. Any boundary treatment erected/installed/planted pursuant to this condition shall be retained at all times thereafter.

The boundary treatment scheme relating to the phase of the development that abuts the A582/A6 junction and the M65 Terminus Roundabout shall include measures to restrict pedestrian access to the site along the eastern site boundary.

REASON: To ensure the provision and retention of adequate screening in the interest of amenity in accordance with Policy 17 of the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026.

35. Protective Fencing for Trees

Before any site activity (construction or demolition) for any phase of development is commenced, barrier fencing shall be erected around all trees to be retained on that phase as detailed in the Tree Protection Plan (Aroboricultural Impact Assessment document reference 5899.001). The fencing shall be constructed and located in compliance with BS 5837 2012 - Trees in Relation to Design, Demolition and Construction - Recommendations. Within these fenced areas no development, vehicle manoeuvring, storage of materials or plant, removal or addition of soil (including ground disturbance for utilities) may take place. The fencing shall remain in place until completion of all development works associated with that phase and removal of site vehicles, machinery, and materials in connection with that phase development.

REASON: To prevent damage to trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

36. Foundations in Proximity to Trees

No work shall commence on any phase of the development until details of the foundation scheme to be used within that phase, which complies with Para 7.5 of BS5837:2012, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

REASON: To prevent damage to protected trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

37. Tree Protection Plan

Prior to commencement of any phase of the development (construction or demolition), a Tree Protection Plan associated with that phase shall be submitted to, and approved in writing by the Local Planning Authority. The Tree Protection Plan shall be in accordance with Para 5.5 of BS5837: 2012 'Trees in Relation to Design, Demolition and Construction - Recommendations'

REASON: To prevent damage to trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

38. Waste, refuse and recycling facilities

Prior to the occupation of any phase of the development, full details of the waste storage, refuse and recycling facilities within that phase shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be provided prior to first occupation of any of the buildings within that phase and retained thereafter.

REASON: To provide effective storage facilities for domestic refuse and to safeguard the visual amenity of the area in accordance with Policies 17 and 27 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

39. Construction Management Plan

No development of that phase shall take place, including any works of demolition, until a Construction Management Plan for that phase has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:

- I. the parking of vehicles of site operatives and visitors
- II. loading and unloading of plant and materials
- III. storage of plant and materials used in constructing the development
- IV. the location of the site compound
- V. suitable wheel washing/road sweeping measures
- VI. appropriate measures to control the emission of dust and dirt during construction
- VII. appropriate measures to control the emission of noise during construction
- VIII. details of all external lighting to be used during the construction
- IX. a scheme for recycling/disposing of waste resulting from demolition and construction works
- X. details of wheel washing facilities for the cleaning of wheels of vehicles leaving the site
- XI. temporary lighting within compounds and on site
- XII. security strategy including all access points to/from the compound and along the perimeter of the site and to/from each phase of development
- XIII. facilitate the needs of VOSA and those phases open during site construction

REASON: To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties in accordance Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

40. Dust Management Plan

Prior to the commencement of any works on site within that phase, including site clearance and/or demolition, a Dust Management Plan shall be submitted to and approved in writing by the Local Planning authority. The Dust Management Plan shall identify all areas of the site and any site operations where dust may be generated and further identify control measures to ensure dust does not travel beyond the site boundary. The agreed Plan shall be implemented and maintained throughout the duration of the site preparation and construction phases of the development.

REASON: To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties, in the interests of the amenity of the nearby residents and to be in accordance with Policy 17 in the Central Lancashire Core Strategy.

41. Piling

Prior to the commencement of any works on site, details of all proposed piling activities within that phase, including mitigation measures to be taken, shall be submitted to and approved in writing by the Local Planning Authority. Piling activities shall be limited to between the hours of 08:00am and 18:00pm Monday to Friday and 08:00am to 13:00pm on Saturdays, with no activities permitted on Sundays and Bank Holidays. The development shall take place in accordance with the approved details.

REASON: To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties, in the interests of the amenity of nearby residents and to be in accordance with Policy 17 in the Central Lancashire Core Strategy.

42. External Lighting Details

Prior to the occupation of any phase of the development, details of all external lighting equipment associated with that phase shall be submitted to and be agreed in writing by the Local Planning Authority. The details shall include:

- a. the location and height of the lighting columns;
- b. the details of the light fittings;
- c. the colour of the lights;
- d. the lux levels;
- e. horizontal Glare;
- f. impact on adjacent sites;
- g. the upward light ratio;
- h. details of current lighting levels in the area (environmental zone); and
- i. the details of louvers on the light fittings.

The lighting shall be erected, directed and shielded so as to avoid nuisance to residential accommodation in close proximity. No other lighting equipment may then be used within that phase of the development other than that approved by the Local Planning Authority. The agreed measures shall be installed prior to occupation of that phase of the development and shall be thereafter retained and maintained for the duration of the approved use.

REASON: To safeguard the amenity and character of the area and to safeguard the living conditions of nearby residents and to accord with Policy 17 in the Central Lancashire Core Strategy

43. Hours of Construction Works

Unless otherwise agreed in writing with the Local Planning Authority, any construction works associated with the development shall not take place except between the hours of:

0800 hrs to 1800 hrs Monday to Friday  
0800 hrs to 1300 hrs Saturday

No construction works shall take place on Sundays, Bank or Public Holidays.

REASON: To safeguard the living conditions of nearby residents particularly with regard to the effects of noise in accordance with Policy 17 in the Central Lancashire Core Strategy

44. Bats / Barn Owls

Should the development not have commenced within 24 months of the date of this permission, a re-survey shall be carried out to establish whether bats or barn owls are present at the site. The results of the re-survey shall be submitted to and approved in writing by the Local Planning Authority before development commences. In the event of the approved survey confirming the presence of bats or barn owls details of measures, including timing, for the protection or relocation of the species shall be submitted to and agreed in writing by the Local Planning Authority and the agreed measures implemented.

REASON: To ensure the protection of schedule species protected by the Wildlife and Countryside Act 1981 and so as to ensure work is carried out in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

45. Nesting Birds

No tree felling, vegetation clearance works, demolition work or other works that may affect nesting birds shall take place during the period between 1 March and 31 August, unless the absence of nesting birds has been confirmed by a survey to be submitted and approved in writing by the Local Planning Authority.

REASON: To protect habitats of wildlife in accordance with Policy 22 of the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

46. BREEAM Pre-Commencement

The development hereby permitted shall be registered with the Building Research Establishment (BRE) under BREEAM and constructed to achieve a BREEAM rating of 'Very Good'. No phase of the development shall commence until a Design Stage Pre-Assessment Report showing that that phase of the development will achieve a BREEAM rating of 'Very Good' within that phase has been submitted to and approved in writing by the Local Planning Authority

REASON: To be in accordance with Policy 27 in the Central Lancashire Core Strategy

47. BREEAM On completion

Within 6 months of completion of each phase of development hereby approved a Building Research Establishment issued Post Construction Review Certificate confirming that the phase or development as a whole has achieved the BREEAM rating set out in the Design Stage Pre-Assessment Report has been submitted to and approved in writing by the Local Planning Authority.

REASON: To be in accordance with Policy 27 in the Central Lancashire Core Strategy

48. Construction Environmental Management Plan

Prior to commencement of any phase of the development a Construction Environmental Management Plan (CEMP) should be prepared for the relevant phase of the development and submitted to the Local Planning Authority for approval. The Plan should include provision for protecting wildlife during the course of any site clearance and construction periods. The Plan must be implemented as agreed.

REASON: To ensure before development commences that adequate provision is made to mitigate the potential impact of development as set out in the Environmental Statement and in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

49. Invasive Species

Prior to the commencement of each phase of development, a detailed method statement for the removal or long-term management /eradication of invasive plants within that phase, as identified under the Wildlife and Countryside Act 1981 shall be submitted to and approved in writing by the Local Planning Authority. The method statement shall include proposed measures to prevent the spread of invasive plants during any operations such as mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds / root / stem of any invasive plant covered under the Wildlife and Countryside Act 1981. Development shall proceed in accordance with the approved method statement.

REASON: The spread of invasive plants is prohibited under the Wildlife and Countryside Act 1981. Without measures to prevent spread as a result of the development there would be the risk of an offence being committed and avoidable harm to the environment recurs

50. Extraction/Ventilation Details

Prior to the installation of any commercial extraction/ventilation systems or external plant full details of the sound levels to be generated and the anticipated combined sound levels at the individual phase boundary shall be provided to the local planning authority for assessment and consideration. No installation of any extraction/ventilation systems or external plant shall commence until an agreement has been reached and the local planning authority has provided written approval. Any changes to the system shall first be agreed with the local planning authority in writing. The extraction/ventilation systems shall then be installed in accordance with the agreed details.

Note to applicant:

The combined sound level of all equipment should be 10dB(A) below the prevailing background sound level as measured prior to the commencement of the individual phases of the development, in each octave frequency.

An assessment of tonality from the plant shall also form part of the assessment.

REASON: In the interests of the amenity of nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and the NPPF.

51. Employment Skills: Construction

Prior to the commencement of each phase of the development, an Employment Skills Plan (relevant to that phase) shall be submitted to and approved in writing by the local planning authority. The Employment Skills Plan shall follow the principles set out in the submitted Employment Skills Statement (June 2017) and shall include:

- i) measures relating to the construction phase of the development;

- ii) measures to ensure that the developer/contractor work with existing employment skills stakeholders and groups; and
- iii) appropriate measures to encourage employment opportunities for local people.

The development shall be carried out in accordance with the agreed plan.

REASON: In the interests of ensuring the maximisation of local job opportunities in accordance with Policy 15 of the Central Lancashire Core Strategy.

#### 52. Employment Skills: Operational

Prior to the occupation of any phase of the development, an Employment Skills Plan (relevant to that phase) shall be submitted to and approved in writing by the local planning authority. The Employment Skills Plan shall follow the principles set out in the submitted Employment Skills Statement (June 2017) and shall include:

- i. measures relating to the operation of the building(s);
- ii. measures to ensure that the operator work with existing employment skills stakeholders and groups; and
- iii. appropriate measures to encourage employment opportunities for local people.

The approved Employment Skills Plan shall be implemented.

REASON: In the interests of ensuring the maximisation of local job opportunities in accordance with Policy 15 of the Central Lancashire Core Strategy

#### 53. Noise and Vibration

Noise and vibration monitoring within that phase shall be undertaken at the boundary of the development site nearest to the identified sensitive receptors in Section 12 of the Environmental Statement on a continuous basis throughout the construction phase of the site. The results of the monitoring shall be made available to the Council's Environmental Health and Planning Departments upon request. The Monitoring shall be used to ensure that the following levels are not exceeded at the nearby sensitive receptors:

Sound level at the boundary of the property shall not exceed:-

55dB(A) LAeq,12hr  
70dB(A) LAeq,1hr  
80dB(A) LAmix

Vibration levels at the boundary of the property shall not exceed:-

PPV 3mm/s-1

REASON: In the interests of the amenity of the nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and NPPF.

#### 54. Pest Control

Prior to the commencement of any works on site within that phase the applicant shall submit to the local planning authority, for approval, a management plan for the control of rodents. A report shall be submitted to the local planning authority every three years confirming the implementation of the management plan and detailing any changes to it.

Reason: Reason: In the interests of the amenity of the nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and the NPPF.

#### 55. Transport Steering Group

Unless otherwise agreed in writing, prior to commencement of the development pursuant to this planning permission, the developer shall set up the Cuerden Transportation Steering Group (CTSG) by meeting with, as a minimum, representatives of the local planning authority (South Ribble Borough Council) the local highway authority (Lancashire County Council), Highways England, the Contractor and where appropriate the developer highway consultants.

Prior to the commencement on site, the working group will progress agreement on the detail and programme for all highway measures that influence both the local and strategic highway networks. This working group is to also review further supporting analysis produced by the developers transport consultant, which is required by both the local highway authority and Highways England prior to the commencement of the second phase of development (covered by outline under Part 2 of the planning application).

Reason: To assist in ensuring that the mechanism for delivering the necessary highway works (including any relaxations/departures from standards if required) is clearly set out and the detailed design is progressed well in advance of any intention of operating the site by the applicant; and to ensure that Highways England, and other bodies, have a formal forum with which to discuss any transportation issues that may arise in the future during the design, construction and operation of the site.

NOTE: It is suggested that the Steering Group should be permanently represented by a member of the following bodies should they wish to attend: South Ribble Borough Council, Lancashire County Council, Highways England and a representative of any Cuerden Development Site management organisation (such as the travel plan co-ordinator for the site immediately before and during operation). Additional members could be invited depending upon the specific issues to be discussed at that point in time.

## **Conditions Relating to the ‘Outline’ Element of the Permission**

### **56. Planning Permission Timescale**

Outline Planning Permission as identified as Development Plots 1, 2, 3 and 5 on approved Parameter Plan 1 - Development Plots (drwg. no. 2016-152/107E) for the principle of the development proposed is approved subject to the following:

i) Written approval of the details of the following reserved matters in relation to each phase of the development shall be obtained from the Local Planning Authority prior to any works in respect of such phase taking place on site:

- the layout of the buildings on site and detailed siting of associated areas,
- the appearance and architectural design specifying the external materials to be used,
- the scale of the buildings indicating massing and building bulk,
- the landscaping of the site specifying both the hard, soft treatments and means of enclosure; and
- the remaining means of access specifying vehicular, cycle and pedestrian routes.

ii) An application for the approval of the reserved matters shall be made in writing to the Local Planning Authority before the expiration of 20 (twenty) years from the date of this Outline Planning Permission.

iii) The development hereby permitted shall be begun either before the expiration of 20 (twenty) years from the date of this Outline Planning Permission, or before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

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

57. Parameter & Design Code

The details of the reserved matters submitted pursuant to this permission shall be carried out in accordance with the Parameter Plans 2016-152/107E (Development Plots), 2016-152/104H (Land use & Quantum), 2016-152/105H (Building heights) and 2016-152/106G (Access) and Design Code (July 2017) documents accompanying this planning application.

**REASON:** To ensure the satisfactory development of this important site in accordance with the agreed principles and objectives to ensure high quality design is achieved and in accordance with Core Strategy Policy 17 and Policy G17 of the South Ribble Local Plan 2012-2026.

58. Public Open Space

Prior to the commencement of each phase of development, a scheme for the laying out, landscaping, maintenance and retention of any formal or informal public open space within that phase, shall be submitted to the Local Planning Authority for approval in writing. The development shall proceed in accordance with the agreed scheme.

**REASON:** In the interest of residential amenity so as to accord with Policy G17 of the South Ribble Local Plan.

59. Permitted Plans

The access to the permitted residential element of the scheme hereby permitted, shall be built in accordance with the submitted and approved plan 'Proposed Development Framework plan' (dwg. no. 2016-152/102L).

**REASON:** For the avoidance of doubt and to ensure a satisfactory standard of development.

60. Highway Improvement Works

No highway works shall commence until a scheme for the construction of the site access and the off-site works highway improvement works has been submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highways Authority and the Secretary of State for Transport comprising:

Unless otherwise agreed in writing with the Local Planning Authority, the highway improvements on Stanifield Lane as generally shown on drawing numbers MMD-370964-C-DR-00-0002 Rev P1 and MMD-370964-C-DR-00-0005 Rev P1 including:

- o Gateway features at its northern end near the A582
- o Road marking/cycle marking scheme.
- o Speed Indicator Display Signs (SPIDs), or other similar (in a southbound direction).
- o Use of refuge islands on length, where appropriate including at junctions.
- o Pedestrian crossings:
- o Signalised pedestrian crossing near Stoney lane.
- o Other pedestrian crossing to the south of the development site to satisfy pedestrian demands and routeing to the site, exact location to be determined at detail design stage.

**REASON:** In the interests of safety and sustainable transport in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

61. Phasing

Prior to the commencement of any development, a scheme shall be submitted to, and be approved in writing by, the Local Planning Authority, for the phasing and any remediation, highways or construction works on the site. The development shall proceed in accordance with the agreed scheme.

REASON: To protect visual and environmental amenities of the area in accordance with Policy 17 of the Core Strategy and to allow the Local Planning Authority to retain control over the development.

62. Floorspace

The gross internal area of the commercial development constructed under the outline element of the application site shall not exceed 126,000 sq. m. The residential development hereby approved shall not exceed 210 dwellings. The uses and areas permitted within this floorspace cap shall be:

Retail (A1 - A5) -	3,600sq. m GIA
Offices (B1) -	36,000sq. m GIA
Employment (B2-B8) -	80,000sq. m GIA
Hotel (C1) -	8,000sq. m GIA
Creche/Nursery/Healthcare Centre (D1) -	2,000sq. m GIA
Gym (D2)	2,000sq. m GIA
Car Showroom (Sui Generis)	7,200sq. m GIA
Residential (C2/C3)	210 units

REASON: To control the development in accordance with the Environmental Impact Assessment submitted with the application.

63. Restriction on Use

Notwithstanding the provision of the Town and Country Planning (Use Classes) Order 1987 (as amended) Paragraph 3(1) or any provision equivalent to this in any statutory instrument revoking and re-enacting this Order, the use of the development hereby permitted shall be restricted to the use applied for.

REASON: To define and limit the proposed retail use on the site to that set out in the planning application.

64. Restrict Sales Area

The net sales area of the Use Class A1 foodstore floorspace approved shall not exceed 1,324 sq. m, of which no more than 265 sq. m net shall be used for the sale of comparison goods.

REASON: To define and limit the proposed retail use on the site to that set out in the planning application.

65. Archaeology

Prior to the commencement of works within each phase, an appropriate scheme of investigation is to be undertaken on the sites identified in the submitted Archaeological Desk-based Assessment (December 2016) as requiring further investigation. The result of the investigations shall be submitted to the Local Planning Authority, along with any mitigation measures within that phase, to be approved in writing. Works within that phase

shall then proceed in accordance with the approved details unless otherwise agreed in writing with the Local Planning Authority.

**REASON:** To ensure and safeguard the recording and inspection of matters of archaeological and/or historical importance associated with the building/site in accordance with Policy 16 in the Central Lancashire Core Strategy

66. Contaminated Land

No development shall commence until a remediation strategy to deal with the risks associated with contamination of the site of the relevant phase has been submitted to, and approved in writing by, the Local Planning Authority. This strategy will include the following components:

- i. A preliminary risk assessment which has identified:
  - o all previous uses;
  - o potential contaminants associated with those uses;
  - o a conceptual model of the site indicating sources, pathways and receptors; and
  - o potentially unacceptable risks arising from contamination at the site.
- ii. A site investigation scheme, based on (1) to provide information for a detailed assessment if required of the risk to all receptors that may be affected, including those off site.
- iii. The results of the site investigation and the detailed risk assessment referred to in (2 if required) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures if required and how they are to be undertaken.

The strategy shall be implemented as approved.

Following completion of the remediation measures (if required) a verification plan demonstrating that the works set out in the remediation strategy are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action shall be submitted to and approved in writing by the Local Planning Authority.

The verification plan shall be implemented as approved.

**REASON:** To confirm before work commences on site that the development does not contribute to, is not put at unacceptable risk from, or adversely affected by, unacceptable levels water pollution in line with paragraph 109 of the National Planning Policy Framework. To prevent deterioration of a water quality element to a lower status class.

67. Importation of Material

Prior to the importation of any subsoil and/or topsoil material into the proposed development site, the material shall be sampled and subject to laboratory analysis to confirm the suitability of the proposed material to ensure it shall not pose a risk to human health as defined under Part IIA of the Environmental Protection Act 1990 and the results submitted to and approved in writing by the Local Planning Authority.

**REASON:** To confirm before work commences on site that imported sub and/or topsoil will be protective of human health and the environment in the interests of residential amenity in accordance with Policy 17 in the Central Lancashire Core Strategy and Policy G14 in the South Ribble Local Plan 2012-2026

68. Surface Water Drainage

No phase of the development shall commence until details of the design, based on sustainable drainage principles, and implementation of an appropriate surface water sustainable drainage scheme for that phase have been submitted to and approved in writing by the local planning authority.

Those details shall include, as a minimum:

- a) Information about the lifetime of the development, design storm period and intensity (1 in 30 & 1 in 100 year + allowance for climate change see EA advice Flood risk assessments: climate change allowances'), discharge rates and volumes (both pre and post development), temporary storage facilities, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of floor levels in AOD;
- b) The drainage strategy should demonstrate that the surface water run-off must not exceed the pre-development greenfield runoff rate which has been calculated at 7.3l/s/ha. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.
- c) A fully labelled network drawing showing all dimensions (pipe numbers, gradients, sizes, locations, manhole details etc.) of every element of the proposed drainage system (pipes, swales, storage areas, ponds etc.) and how these relate to submitted calculations. As this is a phased development, explanation of how the site will adequately consider flood risk at all stages of the development, avoiding interim phases which are unprotected.
- d) Flood water exceedance routes, both on and off site;
- e) A timetable for implementation, including phasing as applicable;
- f) Details of water quality controls, where applicable;
- g) Details of soil bunding or barrier, if deemed necessary, to protect vehicles (out of control) existing M65.

The scheme shall be implemented in accordance with the approved details prior to first occupation of any of the approved buildings within that phase, or completion of the development, whichever is the sooner. Thereafter the drainage system shall be retained, managed and maintained in accordance with the approved details.

**REASONS:** To ensure before commencement of development on site that the proposed development can be adequately drained; that there is no flood risk on or off the site resulting from the proposed development and that water quality is not detrimentally impacted by the development proposal in accordance with Core Strategy Policy 29.

#### 69. SuDs Scheme and Management & Maintenance Plan

No phase of the development hereby permitted shall be occupied until the sustainable drainage scheme for that phase has been completed in accordance with the submitted details.

The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

**REASON:** To ensure that the drainage for the proposed development can be adequately maintained and that there is no flood risk on- or off-the site resulting from the proposed

development or resulting from inadequate the maintenance of the sustainable drainage system in accordance with Core Strategy Policy 29.

70. LLFA Surface Water Lifetime Management

No phase of development shall be occupied until details of an appropriate management and maintenance plan for the sustainable drainage system for the lifetime of that phase of development have been submitted which, as a minimum, shall include:

- a) The arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a Management Company
- b) Arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as:
  - iii. on-going inspections relating to performance and asset condition assessments
  - iv. ii. operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime;
- c) Means of access for maintenance and easements where applicable.

The plan shall be implemented in accordance with the approved details prior to first occupation of any of the buildings within that phase, or completion of the development, whichever is the sooner. Thereafter the sustainable drainage system shall be managed and maintained in accordance with the approved details.

**REASONS:** To ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development, to reduce the flood risk to the development as a result of inadequate maintenance and to identify the responsible organisation/body/company/undertaker for the sustainable drainage system in accordance with Core Strategy Policy 29.

71. Construction Phase Surface Water Management

No phase of development shall commence until details of how surface water and pollution prevention will be managed during that construction phase have been submitted to and approved in writing by the local planning authority.

Construction activities that shall be included, as a minimum:

- Operation and washing of construction vehicles - Pollution Prevention
- High volume movement of construction vehicles - vehicle traffic to be limited to major path routes through the site to avoid soil compaction and the associated increased likelihood of surface water runoff.
- Pre-construction drainage to be installed to intercept the existing land drainage systems and divert soil water away from the working area.
- Checklist of monitoring required for the scheme to be prepared, checklist to include as a minimum, the following:
  - o Water quality monitoring at discharge points to local drains / watercourses.
  - o Visual inspection of ditches remaining in situ including condition survey. Photographic evidence to be provided of before and after.
  - o The monitoring locations will be clearly marked to ensure the same locations are used throughout all phases, thereby allowing comparison of results over time and easy identification of trends away from the baseline. Locations to be pre-agreed.

Work shall be undertaken in full accordance with the agreed measures within a timeframe agreed in writing with the Local Planning Authority.

**REASON:** To ensure that the construction phase(s) of development does not pose an undue flood risk on site or elsewhere and to ensure that any pollution arising from the development as a result of the construction works does not adversely impact on existing or proposed ecological or geomorphic condition of water bodies in accordance with Core Strategy Policy 29.

72. Water Attenuation Measures

All attenuation basins, flow control devices/structures and swales within that phase are to be constructed and operational prior to the occupation of that phase.

**REASON:** To ensure site drainage during the construction process does not enter the watercourses at un-attenuated rate and to prevent a flood risk during the construction of the development in accordance with Core Strategy Policy 29.

73. Foul and Surface Water Drainage

Prior to commencement of any phase of the development, a strategy outlining the general system of drainage for foul and surface water flows arising from each phase shall be submitted to the Local Planning Authority and approved in writing. This strategy shall be based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly. The development shall be completed in accordance with the approved details. The strategy shall include details of any necessary infrastructure. Thereafter the detailed schemes for foul and surface water drainage for any phase of the development shall be submitted for approval in accordance with the strategy for the entire site approved under this condition.

**REASON:** In order to satisfy the Local Planning Authority that the final details of proposed foul and surface water drainage are acceptable before work commences on site, for avoidance of doubt, to safeguard local watercourses and avoid pollution of the water environment in accordance with Policy 29 in the Central Lancashire Core Strategy, NPPF and NPPG

74. Travel Plan

Prior to the first occupation of any phase of the development, a Travel Plan for that phase shall be submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include objectives, targets, mechanism and measures to achieve and maintain targets, monitoring, implementation timescales and have a travel plan co-ordinator in post prior to first occupation and to remain until 5 years after final completion of the site. The approved plans for each phase of development will be audited and updated at intervals as approved and the approved plan be carried out.

**REASON:** To promote and provide access to sustainable transport options in accordance with Policy 3 in the Central Lancashire Core Strategy.

75. Access

No part of the development hereby approved shall commence until a scheme for the construction of the site access and emergency access within that phase has been

submitted to, and approved in writing by, the Local Planning Authority. The scheme shall include provision for the timing of construction of the site access and emergency access. The development shall take place in accordance with the approved scheme.

**REASON:** In order to satisfy the Local Planning Authority and Highway Authority that the final details of the highway works are acceptable before work commences on site and to enable all construction traffic to enter and leave the site in a safe manner without causing a hazard to other road users so as to accord with Policy 3 of the Core Strategy and Policy G17 of the South Ribble Local Plan.

76. Service and Staff Highway Management

Prior to first occupation of any phase of development hereby approved, a Service Access and Staff Car Park Management Strategy for that phase shall be submitted to, and approved in writing by, the Local Planning Authority, in consultation with the Highway Authority. The Strategy shall include details of:

- o Routing of vehicles into the staff carpark
- o A prescribed Large Vehicle Delivery Route Plan
- o A strategy for delivery, collections and servicing
- o Access points for emergency vehicles
- o Measures to control/restrict customer use of emergency accesses and staff and servicing areas
- o Internal signage
- o Security

The staff car park, servicing and emergency accesses shall be surfaced and laid out in accordance with the approved plans and operated in accordance with the approved Service Access and Staff Car Park Management Strategy for that phase.

**REASON:** To allow for safe and efficient operation of the development in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

77. Operation Review of Junctions

Prior to the submission of any Reserved Matters application relating to the residential use areas of the site an operational review of the Old School Lane and Stoney Lane junctions, together with details of any recommended improvements, shall be submitted to the Local Planning Authority. Any agreed improvements to these junctions shall be included as part of the any Reserved Matters submission relating to the residential use areas of the site.

**REASON:** In the interests of safety and sustainable transport in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

78. Network Remodelling

Prior to the submission of any Reserved Matters application a review of the highway network modelling shall be undertaken and submitted to the Local Planning Authority to aid in the Highway Authority's consideration of additional mitigation required at existing junctions. Any agreed further improvements to these junctions shall be included as part of the any Reserved Matters submission relating to the residential use areas of the site.

**REASON:** In the interests of safety and sustainable transport in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

79. Traffic Management Plan

Prior to the commencement of any phase of development a Traffic Management Plan for the construction vehicles and staff access the site during the construction works for that phase, shall be submitted to, and approved in writing, by the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period and be kept live taking into account influences beyond the control of this application. The Plan shall provide further information on routes and routeing. Also, to include use/limitations on each route for deliveries, plant, abnormal loads or employees/workers; profile for typical, the recording of daily deliveries; maximum number of deliveries per day; hours of deliveries; safe waiting areas on local road network; highway changes on routes with safety audit; temporary road or footpath closures; penalties for non-compliance of the plan whether the main contractor, sub-contractors or drivers; training of drivers on routeing and consideration on other highway users; communication strategy during construction between driver and compounds; recording of all deliveries into each compound; signing and communication with the impacted community. The Traffic Management Plan for each phase of the development shall be implemented as approved.

REASON: In the interests of highway safety and other highway users in accordance with Policy G17 in the South Ribble Local Plan 2012-2026

80. Parking Provision

Prior to first occupation of any phase of the development hereby approved, the parking spaces comprised in that phase of development shall be provided in accordance with the approved plans. The parking spaces shall be retained at all times thereafter and shall not be used for any purpose other than the parking of vehicles.

REASON: To ensure the provision and retention of adequate on-site parking in the interests of residential amenity and highway safety as required by Policy F1 and Policy G17 in the South Ribble Local Plan 2012-2026

81. Servicing and Delivery Strategy

Prior to the first use or occupation of any phase of development (excluding residential), a Servicing and Delivery Strategy for that phase shall be submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highway Authority. The Strategy shall include details of:

- Hours of HGV deliveries
- Hours for home deliveries (if appropriate)
- Hours for waste collection
- Hours for emptying of bottle banks (if appropriate)
- Service yard management regimes including use of vehicle reversing alarms and refrigeration units, parking and manoeuvring of vehicles within the yard
- Operation of service yard gates, including details of their design and construction including appropriate rubber/neoprene stops

The development shall thereafter be operated in accordance with the approved strategy.

REASON: In the interests of the amenity of neighbouring residential properties in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

82. Customer Car Park Management Strategy

Prior to the first use or occupation of any phase of development (excluding residential), a Car Park Management Strategy for that phase shall be submitted to, and approved in writing by, the Local Planning Authority, in consultation with the Highway Authority. The Strategy shall include details of:

- the maximum duration of stay for all users
- include number of parking spaces per user type
- car park enforcement
- internal signing
- security
- measures and techniques to maximise car park efficiency and the way it will be managed
- mechanism for a review of the Strategy within 12 months of the opening of the phase to confirm the satisfactory operation of the car park and surrounding highway network from the duration of stay approved

The car park shall be surfaced and laid out in accordance with the approved plans and operated in accordance with the approved Car Park Management Strategy.

**REASON:** To allow for safe and efficient operation of the car park in accordance with Policy G17 in the South Ribble Local Plan (2012-2026).

#### 83. Temporary Access Works

No site preparation (which includes demolition) or construction to commence until all temporary access works and those required on all key corridors/locations within that phase that are impacted on/used by demolition/construction vehicles are provided and agreed in writing by the Local Planning Authority in consultation with the appropriate highway authority.

**REASON:** In the interests of highway safety and other highway users in accordance with Policy G17 in the South Ribble Local Plan 2012-2026

#### 84. Motorbike/Cycle Facilities

Prior to the first use of any phase of development hereby approved, the cycling/motorbike facilities comprised in that phase of development shall be provided in accordance with the approved plans and permanently retained thereafter.

**REASON:** To ensure the provision and retention of adequate on-site parking facilities and to accord with Policy F1 and Policy G17 in the South Ribble Local Plan 2012-2026

#### 85. Electric Vehicle Charging Points

Electric charging points shall be provided to every residential property. This shall consist of as a minimum a 13 amp electrical socket located externally (or in a garage if available) in such a position that a 3 metre cable will reach the designated car parking spaces. A switch shall be provided internally to allow the power to be turned off by residents. If the residential layout proposed includes areas of shared parking full details of vehicle charging points for these areas shall be submitted to and approved by the Local Planning Authority and the charging points installed prior to the occupation of the housing that these parking areas serve. The charging points shall be maintained by a site management company in perpetuity.

**Reason:** To enable and encourage the use of alternative fuel use for transport purposes in accordance with Policy 3 of the Central Lancashire Core Strategy

#### 86. Boundary Treatment

Prior to the commencement of any phase of the development a scheme detailing the boundary treatments for that phase shall be submitted to and approved in writing with the Local Planning Authority. The occupation of buildings or the commencement of the use within that phase shall not occur until the boundary treatments have been

erected/installed/planted in accordance with the approved details. Any boundary treatment erected/installed/planted pursuant to this condition shall be retained at all times thereafter.

REASON: To ensure the provision and retention of adequate screening in the interest of amenity in accordance with Policy 17 of the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026.

87. Waste, refuse and recycling facilities

Prior to the occupation of any phase of the development , full details of the waste storage, refuse and recycling facilities within that phase shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be provided prior to first occupation of any of the buildings within that phase and retained thereafter.

REASON: To provide effective storage facilities for domestic refuse and to safeguard the visual amenity of the area in accordance with Policies 17 and 27 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

88. Ground Levels

As part of each Reserved Matters application, a survey of the existing ground levels and proposed ground, slab and finished floor levels for each phase of the development shall be submitted to and be approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

REASON: To ensure a satisfactory standard of development in accordance Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

89. Construction Management Plan

No development of any phase shall take place, including any works of demolition, until a Construction Management Plan for that phase has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. The Plan shall provide for:

- I. the parking of vehicles of site operatives and visitors
- II. loading and unloading of plant and materials
- III. storage of plant and materials used in constructing the development
- IV. the location of the site compound
- V. suitable wheel washing/road sweeping measures
- VI. appropriate measures to control the emission of dust and dirt during construction
- VII. appropriate measures to control the emission of noise during construction
- VIII. details of all external lighting to be used during the construction
- IX. a scheme for recycling/disposing of waste resulting from demolition and construction works
- X. details of wheel washing facilities for the cleaning of wheels of vehicles leaving the site
- XI. temporary lighting within compounds and on site
- XII. security strategy including all access points to/from the compound and along the perimeter of the site and to/from each phase of development

REASON: To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties in accordance Policy 17 in the Central Lancashire Core Strategy and Policy G17 in the South Ribble Local Plan 2012-2026

90. Dust Management Plan

Prior to the commencement of any works on site, including site clearance and/or demolition, a Dust Management Plan shall be submitted to and approved in writing by the Local Planning authority. The Dust Management Plan shall identify all areas of the site and any site operations where dust may be generated and further identify control measures to ensure dust does not travel beyond the site boundary. The agreed Plan shall be implemented and maintained throughout the duration of the site preparation and construction phases of the development.

**REASON:** To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties, in the interests of the amenity of the nearby residents and to be in accordance with Policy 17 in the Central Lancashire Core Strategy.

91. Piling

Prior to the commencement of any works on site, details of all proposed piling activities within that phase, including mitigation measures to be taken, shall be submitted to and approved in writing by the Local Planning Authority. Piling activities shall be limited to between the hours of 08:00am and 18:00pm Monday to Friday and 08:00am to 13:00pm on Saturdays, with no activities permitted on Sundays and Bank Holidays. The development shall take place in accordance with the approved details.

**REASON:** To ensure before development commences that construction methods will safeguard the amenities of neighbouring properties, in the interests of the amenity of nearby residents and to be in accordance with Policy 17 in the Central Lancashire Core Strategy.

92. External Lighting Details

Prior to the occupation of any phase of the development, details of all external lighting equipment associated with that phase shall be submitted to and be agreed in writing by the Local Planning Authority. The details shall include:

- j. the location and height of the lighting columns;
- k. the details of the light fittings;
- l. the colour of the lights;
- m. the lux levels;
- n. horizontal Glare;
- o. impact on adjacent sites;
- p. the upward light ratio;
- q. details of current lighting levels in the area (environmental zone); and
- r. the details of louvers on the light fittings.

The lighting shall be erected, directed and shielded so as to avoid nuisance to residential accommodation in close proximity. No other lighting equipment may then be used within that phase of the development other than that approved by the Local Planning Authority. The agreed measures shall be installed prior to occupation of that phase of the development and shall be thereafter retained and maintained for the duration of the approved use.

**REASON:** To safeguard the amenity and character of the area and to safeguard the living conditions of nearby residents and to accord with Policy 17 in the Central Lancashire Core Strategy

93. Hours of Construction Works

Unless otherwise agreed in writing with the Local Planning Authority, any construction works associated with the development shall not take place except between the hours of:

0800 hrs to 1800 hrs Monday to Friday  
0800 hrs to 1300 hrs Saturday

No construction works shall take place on Sundays, Bank or Public Holidays.

REASON: To safeguard the living conditions of nearby residents particularly with regard to the effects of noise in accordance with Policy 17 in the Central Lancashire Core Strategy

94. Landscaping

No phase of the development shall commence until details of the landscaping of that part of the site including, where practical, the retention of existing trees and hedges have been submitted to, and approved in writing by, the Local Planning Authority. The approved scheme shall be implemented in the first planting season following completion of that phase of the development, or first occupation/use, whichever is the soonest.

The approved scheme shall be maintained by the applicant or their successors in title thereafter for a period of 5 years to the satisfaction of the Local Planning Authority. This maintenance shall include the replacement of any tree or shrub which is removed, becomes seriously damaged, seriously diseased or dies, by the same species or different species, and shall be agreed in writing by the Local Planning Authority. The replacement tree or shrub must be of similar size to that originally planted.

Details submitted shall be compliant with 'BS 5837 2012 - Trees in Relation to Design, Demolition and Construction - Recommendations' and shall include details of trees and hedges to be retained or removed, root protection zones, barrier fencing, and a method statement for all works in proximity to those trees or hedges to be retained during the development and construction period. Details shall also indicate the types and numbers of trees and shrubs, their distribution on site, those areas seeded, turfed, paved or hard landscaped, including details of any changes of level or landform and the types and details of all fencing and screening.

REASON: In the interests of the amenity of the area in accordance with Policy 17 in the Central Lancashire Core Strategy and Policy G8 in the South Ribble Local Plan 2012-2026

95. Foundations in Proximity to Trees

No work shall commence on any phase of the development until details of the foundation scheme to be used within that phase, which complies with Para 7.5 of BS5837:2012, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

REASON: To prevent damage to protected trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

96. Tree Protection Plan

Prior to commencement of any phase of the development (construction or demolition), a Tree Protection Plan associated with that phase shall be submitted to, and approved in writing by the Local Planning Authority. The Tree Protection Plan shall be in accordance with Para 5.5 of BS5837: 2012 'Trees in Relation to Design, Demolition and Construction - Recommendations'

REASON: To prevent damage to trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

97. Protective Fencing for Trees

Before any site activity (construction or demolition) within that phase is commenced, barrier fencing shall be erected around all trees to be retained on that phase as detailed in the Tree Protection Plan (Arboricultural Impact Assessment document reference 5899.001). The fencing shall be constructed and located in compliance with BS 5837 2012 - Trees in Relation to Design, Demolition and Construction - Recommendations. Within these fenced areas no development, vehicle manoeuvring, storage of materials or plant, removal or addition of soil (including ground disturbance for utilities) may take place. The fencing shall remain in place until completion of all development works associated with that phase and removal of site vehicles, machinery, and materials in connection with that phase of development.

REASON: To prevent damage to trees during construction works in accordance with Policy G13 in the South Ribble Local Plan 2012-2026

98. Bats / Barn Owls

Should the development not have commenced within 24 months of the date of this permission, a re-survey shall be carried out to establish whether bats or barn owls are present at the site. The results of the re-survey shall be submitted to and approved in writing by the Local Planning Authority before development commences. In the event of the approved survey confirming the presence of bats or barn owls details of measures, including timing, for the protection or relocation of the species shall be submitted to and agreed in writing by the Local Planning Authority and the agreed measures implemented.

REASON: To ensure the protection of schedule species protected by the Wildlife and Countryside Act 1981 and so as to ensure work is carried out in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

99. Nesting Birds

No tree felling, vegetation clearance works, demolition work or other works that may affect nesting birds shall take place during the period between 1 March and 31 August, unless the absence of nesting birds has been confirmed by a survey to be submitted and approved in writing by the Local Planning Authority.

REASON: To protect habitats of wildlife in accordance with Policy 22 of the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

100. Lighting and Bats

External lighting associated with the development shall be directional and designed to avoid excessive light spill and shall not illuminate bat roosting opportunities within the site or trees and hedgerows in the area. The principles of relevant guidance should be followed (e.g. the Bat Conservation Trust and Institution of Lighting Engineers guidance Bats and Lighting in the UK, 2009).

REASON: To ensure that adequate provision is made for these protected species in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

101. Energy Efficiency 1

All new dwellings are required to achieve a minimum Dwelling Emission Rate of 19% above 2013 Building Regulations.

**REASON:** Policy 27 of the Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4. However following the Deregulation Bill 2015 receiving Royal Ascent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. As Policy 27 is an adopted Policy it is still possible to secure energy efficiency reduction as part of new residential schemes in the interests of minimising the environmental impact of the development.

102. Energy Efficiency 2

Prior to the commencement of the residential phase of the development details shall be submitted to and approved in writing by the Local Planning Authority demonstrating that each dwelling will meet the required Dwelling Emission Rate. The development thereafter shall be completed in accordance with the approved details.

**REASON:** Policy 27 of the Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4. However, following the Deregulation Bill 2015 receiving Royal Ascent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. As Policy 27 is an adopted Policy it is still possible to secure energy efficiency reductions as part of new residential schemes in the interests of minimising the environmental impact of the development. This needs to be provided prior to the commencement so is can be assured that the design meets the required dwelling emission rate

103. Energy Efficiency 3

No dwelling hereby approved shall be occupied until a SAP assessment (Standard Assessment Procedure), or other alternative proof of compliance (which has been previously agreed in writing by the Local Planning Authority) such as an Energy Performance Certificate, has been submitted to and approved in writing by the Local Planning Authority demonstrating that the dwelling has achieved the required Dwelling Emission Rate.

**REASON:** Policy 27 of the Central Lancashire Core Strategy requires new dwellings to be built to Code for Sustainable Homes Level 4. However, following the Deregulation Bill 2015 receiving Royal Ascent it is no longer possible to set conditions with requirements above a Code Level 4 equivalent. As Policy 27 is an adopted Policy it is still possible to secure energy efficiency reductions as part of new residential schemes in the interests of minimising the environmental impact of the development.

104. BREEAM Pre-Commencement

The non-residential development hereby permitted shall be registered with the Building Research Establishment (BRE) under BREEAM and constructed to target a BREEAM rating of 'Very Good'. No phase or sub-phase of the development shall commence until a Design Stage Pre-Assessment Report showing that that phase of the development will achieve a BREEAM rating of 'Very Good' within that phase has been submitted to and approved by the Local Planning Authority

**REASON:** To be in accordance with Policy 27 in the Central Lancashire Core Strategy

105. BREEAM On Completion

Within 6 months of completion of the phase of non-residential development hereby approved a Building Research Establishment issued Post Construction Review Certificate confirming that the phase or development as a whole has achieved the BREEAM rating set out in the Design Stage Pre-Assessment Report has been submitted to and approved in writing by the Local Planning Authority.

REASON: To be in accordance with Policy 27 in the Central Lancashire Core Strategy

106. Construction Environmental Management Plan

Prior to commencement of any phase of the non-residential development a comprehensive Construction Environmental Management Plan (CEMP) should be prepared for the relevant phase of the development and submitted to the Local Planning Authority for approval. The Plan should include provision for protecting wildlife during the course of any site clearance and construction periods. The Plan must be implemented as agreed.

REASON: To ensure before development commences that adequate provision is made to mitigate the potential impact of development as set out in the Environmental Statement and in accordance with Policy 22 in the Central Lancashire Core Strategy and Policy G16 in the South Ribble Local Plan 2012-2026

107. Invasive Species

Prior to the commencement of each phase of development, a detailed method statement for the removal or long-term management /eradication of invasive plants, as identified under the Wildlife and Countryside Act 1981 shall be submitted to and approved in writing by the Local Planning Authority. The method statement shall include proposed measures to prevent the spread of invasive plants during any operations such as mowing, strimming or soil movement. It shall also contain measures to ensure that any soils brought to the site are free of the seeds / root / stem of any invasive plant covered under the Wildlife and Countryside Act 1981. Development shall proceed in accordance with the approved method statement.

REASON: The spread of invasive plants is prohibited under the Wildlife and Countryside Act 1981. Without measures to prevent spread as a result of the development there would be the risk of an offence being committed and avoidable harm to the environment recurs

108. Extraction/Ventilation Details

Prior to the installation of any commercial extraction/ventilation systems or external plant full details of the sound levels to be generated and the anticipated combined sound levels at the individual phase boundary shall be provided to the local planning authority for assessment and consideration. No installation of any extraction/ventilation systems or external plant shall commence until an agreement has been reached and the local planning authority has provided written approval. Any changes to the system shall first be agreed with the local planning authority in writing. The extraction/ventilation systems shall then be installed in accordance with the agreed details.

Note to applicant:

The combined sound level of all equipment should be 10dB(A) below the prevailing background sound level as measured prior to the commencement of the individual phases of the development, in each octave frequency.

An assessment of tonality from the plant shall also form part of the assessment.

REASON: In the interests of the amenity of nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and the NPPF.

109. Employment Skills: Construction

Prior to the commencement of each construction phase of the development, an Employment Skills Plan (relevant to that phase) shall be submitted to and approved in writing by the local planning authority. The Employment Skills Plan shall follow the

principles set out in the submitted Employment Skills Statement (June 2017) and shall include:

- i) measures relating to the construction phase of the development;
- ii) measures to ensure that the developer/contractor work with existing employment skills stakeholders and groups; and
- iii) appropriate measures to encourage employment opportunities for local people.

The development shall be carried out in accordance with the agreed plan.

REASON: In the interests of ensuring the maximisation of local job opportunities in accordance with Policy 15 of the Central Lancashire Core Strategy.

110. Employment Skills: Operational

Prior to the occupation of individual commercial building(s) within any phase of the development, an Employment Skills Plan (relevant to phase) shall be submitted to and approved in writing by the local planning authority. The Employment Skills Plan shall follow the principles set out in the submitted Employment Skills Statement (June 2017) and shall include:

- i. measures relating to the operation of the building(s);
- ii. measures to ensure that the operator work with existing employment skills stakeholders and groups; and
- iii. appropriate measures to encourage employment opportunities for local people.

The approved Employment Skills Plan shall be implemented.

REASON: In the interests of ensuring the maximisation of local job opportunities in accordance with Policy 15 of the Central Lancashire Core Strategy

111. Noise Assessment - Residential

As part of any Reserved Matters application relating to residential phase/s of the development an acoustic assessment shall be submitted which assess the impact of the nearby industrial units and the surrounding strategic road network and shall include any necessary mitigation measures for considered by the Local Planning Authority. All agreed mitigation measures shall be carried out prior to the first occupation of the site or as agreed. The approved mitigation measures shall be retained and maintained thereafter.

REASON: In the interests of the amenity of future occupiers of the dwellings in accordance with Policy 17 of the Central Lancashire Core Strategy.

**NOTE TO APPLICANT:**

The proposed development shall be designed so the rating levels for cumulative noise from all noise sources shall not exceed, 10 dB(A) below the existing LA90, at the nearest noise-sensitive premises to the proposed development as assessed in accordance with British Standard 4142 (2014).

or

L<sub>Aeq</sub> 50 dB 16 hours - gardens and outside living areas (for example balconies)

L<sub>Aeq</sub> 35 dB 16 hours - indoors daytime

L<sub>Aeq</sub> 30 dB 8 hours - indoors night-time (23.00-07.00)

L<sub>Amax</sub> 45 dB 8 hours - indoors night-time (23.00-07.00)

L<sub>Amax</sub> 45 dB 4 hours - indoors evening (19.00-23.00)

112. Noise and Vibration

Noise and vibration monitoring within that phase shall be undertaken at the boundary of the development site nearest to the identified sensitive receptors in Section 12 of the Environmental Statement. Receptors on a continuous bases throughout the construction phase of the site. The results of the monitoring shall be made available to the Council's Environmental Health and Planning Departments upon request. The Monitoring shall be used to ensure that the following levels are not exceeded at the nearby sensitive receptors:

Sound level at the boundary of the property shall not exceed:-

55dB(A) LAeq,12hr

70dB(A) LAeq,1hr

80dB(A) LAmix

Vibration levels at the boundary of the property shall not exceed:-

PPV 3mm/s-1

Reason: In the interests of the amenity of the nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and NPPF.

#### 113. Pest Control

Prior to the commencement of any works on site the applicant shall submit to the local planning authority, for approval a management plan for the control of rodents within that phase. A report shall be submitted to the local planning authority every three years confirming the implementation of the management plan and detailing any changes to it.

Reason: Reason: In the interests of the amenity of the nearby residents in accordance with Policy 17 of the Central Lancashire Core Strategy and the NPPF.

#### 114. Affordable Housing

As part of any Reserved Matters application relating to residential phase/s of the development a scheme for the provision of affordable housing shall be submitted. The affordable housing shall meet the definition of affordable housing in Annex 2 of the Nation Planning Policy Framework and shall remain affordable in perpetuity. The scheme shall include:

- i. the numbers, type, tenure and location on the site of the affordable housing provision to be made which shall consist of not less than 30% of housing units;
- ii. the arrangements for the transfer of the affordable housing to an affordable housing provider[or the management of the affordable housing] (if no RSL involved) ;
- iii. the arrangements to ensure that such provision is affordable for both first and subsequent occupiers of the affordable housing; and
- iv. the occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy criteria shall be enforced.

The development shall proceed in full accordance with the agreed affordable housing scheme.

REASON: To ensure the provision of affordable housing on-site in accordance with Policy 7 of the Central Lancashire Core Strategy and the Affordable Housing Supplementary Planning Document.

#### 115. Transport Steering Group

Unless otherwise agreed in writing, prior to commencement of the development pursuant to this planning permission, the developer shall set up the Cuerden Transportation Steering Group (CTSG) by meeting with, as a minimum, representatives of the local

planning authority (South Ribble Borough Council) the local highway authority (Lancashire County Council), Highways England, the Contractor and where appropriate the developer highway consultants.

Prior to the commencement on site, the working group will progress agreement on the detail and programme for all highway measures that influence both the local and strategic highway networks. This working group is to also review further supporting analysis produced by the developers transport consultant, which is required by both the local highway authority and Highways England prior to the commencement of the second phase of development (covered by outline under Part 2 of the planning application).

Reason: To assist in ensuring that the mechanism for delivering the necessary highway works (including any relaxations/departures from standards if required) is clearly set out and the detailed design is progressed well in advance of any intention of operating the site by the applicant; and to ensure that Highways England, and other bodies, have a formal forum with which to discuss any transportation issues that may arise in the future during the design, construction and operation of the site.

NOTE: It is suggested that the Steering Group should be permanently represented by a member of the following bodies should they wish to attend: South Ribble Borough Council, Lancashire County Council, Highways England and a representative of any Cuerden Development Site management organisation (such as the travel plan co-ordinator for the site immediately before and during operation). Additional members could be invited depending upon the specific issues to be discussed at that point in time.

**Notes:**

1. Attention is drawn to the condition(s) attached to this planning permission. In order to discharge these conditions an Application for Approval of Details Reserved by Condition form must be submitted, together with details required by each condition imposed. The fee for such an application is £7. The forms can be found on South Ribble Borough Council's website [www.southribble.gov.uk](http://www.southribble.gov.uk)
2. For the avoidance of doubt, this permission does not grant the applicant permission to connect to the ordinary watercourse(s) and, it does not mean that land drainage consent will be given. The applicant should obtain Land Drainage Consent from LCC before starting any works on site.
3. This permission does not grant the applicant permission to connect to the highway drainage network.
4. The grant of planning permission does not entitle a developer to obstruct a right of way and any proposed stopping-up or diversion of a right of way should be the subject of an Order under the appropriate Act.
5. The alterations to the existing highway as part of the new works may require changes to the existing street lighting at the expense of the client/developer.
6. The applicant is advised that to discharge the condition associated with the management and maintenance of the streets the LPA requires a copy of a completed agreement between the applicant and the local highways authority under Section 38 of the Highways Act 1980 or the constitution and details of a Private Management and Maintenance Company confirming funding, management and maintenance regimes.
7. The grant of planning permission will require the applicant to enter into an appropriate Legal Agreement, with the County Council as Highway Authority.
8. The Highway Authority hereby reserves the right to provide the highway works within the highway associated with this proposal. Provision of the highway works includes design,

procurement of the work by contract and supervision of the works. The applicant should be advised to contact the Highway Developer Control at Cuerden Mill, Cuerden Way, Bamber Bridge, Preston PR5 6BJ in the first instance to ascertain the details of such an agreement and the information to be provided.

## **18 Relevant Policies**

### **Central Lancashire Core Strategy**

- 1 Locating Growth
- 4 Housing Delivery
- 5 Housing Density
- 6 Housing Quality
- 7 Affordable and Special Needs Housing
- 17 Design of New Buildings
- 22 Biodiversity and Geodiversity
- 26 Crime and Community Safety
- 27 Sustainable Resources and New Developments

### **South Ribble Local Plan**

- A1 Developer Contributions
- D1 Allocations of housing land
- D2 Phasing, Delivery and Monitoring
- F1 Car Parking
- G9 Worden Park
- G10 Green Infrastructure Provision in Residential Developments
- G11 Playing Pitch Provision
- G13 Trees, Woodlands and Development
- G16 Biodiversity and Nature Conservation
- G17 Design Criteria for New Development

### **Lancashire Minerals and Waste Core Strategy**

### **Lancashire Minerals and Waste Local Plan**

### **National Planning Policy Framework**

## **APPENDICES**

**Appendix A Cuerden Adopted Masterplan**

**Appendix B Proposed Development (Full Planning Permission Only)**

**Appendix C Proposed Illustrative Development**

**Appendix D Phasing Plan**

**Appendix E Parameter Plans**