

APPLICATION REPORT – 20/00861/CB3MAJ

Validation Date: 13 August 2020

Ward: Astley And Buckshaw

Type of Application: Major Chorley Regulation 3

Proposal: Erection of 6no. buildings comprising use classes B1 (A - offices, B - research and development, C - light industrial), B2 (general industrial) and B8 (storage and distribution) with associated works

Location: Land To The Rear Of Brookfield Alker Lane Euxton

Case Officer: Mr Iain Crossland

Applicant: Chorley Council

Agent: Fletcher RAE UK LTD

Consultation expiry: 3 November 2020

Decision due by: 12 November 2020

RECOMMENDATION

1. It is recommended that the application is approved subject to conditions and a s106 agreement in relation to the monitoring of the travel plan.

SITE DESCRIPTION

2. The application site is located to the immediate east of Alker Lane and north of Euxton Lane in Chorley and forms part of an employment allocation as defined by the Chorley Local Plan 2012-2026. The site comprises approximately 2.97 hectares of greenfield and previously developed land and consists of an area of grassed land, along with some hardstanding at the north of the site, which was being used by Network Rail as a temporary compound.
3. The site is bound to the north by the Manchester to Preston railway line, with the western site boundary formed by Alker Lane. There is a large area of employment development beyond the railway line to the north of the site at Revolution Park, which is characterised by large-scale warehouses. Further to the north / west is the major strategic development site that is Buckshaw Village.
4. The nearest residential properties (Brookfield and Ingholme) are located outside of but directly adjacent to the south west boundary of the application site, to the north of Euxton Lane.
5. The site to the immediate east of the site was granted planning permission for a mixed-use development including residential dwellings, industrial and employment units, a specialist care home facility, local convenience store, public house and medical centre in December 2015 (Ref. 15/00224/OUTMAJ). Reserved matters consent was granted in May 2020 (Ref. 19/01099/REMMAJ) and this site is currently being developed.
6. Access into the site is currently via an existing field gate on Euxton Road to the south, and via Alker Lane to the west, which is a road under private ownership that currently serves the Network Rail depot at the northern end of the site. As part of the neighbouring Strawberry

Fields development a spine road has been constructed through the site to connect into the subject application site.

7. There are several trees within the site boundary, primarily around the perimeter and in the north east corner of the site and the topography across the site is characterised by a gentle fall to the south east corner.
8. The site is located on the outskirts of the main urban area of Chorley in the Astley and Buckshaw ward, approximately 700 metres from Buckshaw village (to the north west of the site) and approximately 1.6 kilometres from Chorley town centre. The immediate area has evolved over the last two decades such that the site is now surrounded by a mix of residential and commercial employment uses.

DESCRIPTION OF PROPOSED DEVELOPMENT

9. This application seeks full planning permission for the erection of 6no. buildings comprising use classes B1 (A - offices, B - research and development, C - light industrial), B2 (general industrial) and B8 (storage and distribution) with associated works. The application proposes 33 individual units across 6 blocks. In total, the accommodation would provide 8,455m.sq. of gross internal floor area, as follows:
 - BLOCK A - 2,735m² - Units 1 to 7 (B2/B8 with flexible B class use mezzanine).
 - BLOCK B - 1,220m² - Units 8 to 11 (B2/B8 with flexible B class use mezzanine).
 - BLOCK C - 2,595m² - Units 12 to 16 (B2/B8 with flexible B class use mezzanine).
 - BLOCK D - 1,100m² - Units 17 to 19 (Hybrid units, with B2 at ground and B1 offices at first floor).
 - BLOCK E - 315m² - Units 20 to 27 (B1/B2/B8 multi use business units).
 - BLOCK F - 490m² - Units 28 to 33 (B1/B2/B8 multi use business units).

REPRESENTATIONS

10. Representations have been received from the occupiers of 3no. addresses citing the following grounds of objection:
 - Urbanising impact of the development on the character of the area
 - Wildlife impacts
 - Impact on residential amenity through noise and disturbance from the site and potential use of Alker Lane
 - Blocks E and F would be built over a septic tank serving Brookfield & Ingholme
 - The bund and fence would be oppressive to neighbour amenity
 - It is queried who would maintain the fence and how would residents access their own fencing
 - The development will no longer be commercially viable as a result of the Covid pandemic
 - Highway safety and capacity impacts

CONSULTATIONS

11. Euxton Parish Council: Comment that the plans do not explain the changed emphasis of the exit on to Alker Lane from the new site. The Council has concerns of the consequences of changing the access arrangements and the effect to the junction of Alker Lane with Euxton Lane.

Flooding is prevalent in this area and this site increases the likelihood, impact and frequency of flooding on Euxton Lane and Euxton Brook. Euxton Brook is often subject to flooding and measures have been put in place to protect the houses close by but this site will add to the risk. It is not clear from the flood report that the additional flood risks, brought by the site, have been dealt with in this area and the houses will be protected.

12. Regulatory Services - Environmental Health: Any comments will be reported on the addendum.

13. Cadent Gas: No comments have been received.
14. Greater Manchester Ecology Unit: Have no objection.
15. Waste & Contaminated Land: Have confirmed that they have no comments to make.
16. Lancashire County Council Highway Services: Comment that the proposed development is acceptable in principle.
17. Lead Local Flood Authority: Have no objection subject to conditions.
18. United Utilities: Have objected on the basis that assets may need to be diverted to enable the development.

PLANNING CONSIDERATIONS

Principle of development

19. The National Planning Policy Framework (the Framework) set out that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
20. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
 21. a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 22. b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 23. c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
24. At the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).
25. For decision-taking this means:
approving development proposals that accord with an up-to-date development plan without delay; or
where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
26. Paragraph 80 of the Framework covers Building a Strong Competitive Economy and states that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support

economic growth and productivity, taking into account both local business needs and wider opportunities for development.

27. It is noted that policy 1(b) of the Central Lancashire Core Strategy, seeks to encourage Growth and investment in the Key service centre of Chorley Town focussing on the regeneration of the Town Centre (as defined by Policy 11) but with some greenfield development.
28. The Chorley Local Plan 2012-2026 allocates specific sites for development or protection in accordance with the policies and general locations for development as set out in the Central Lancashire Core Strategy 2012. The Local Plan meets Chorley's development needs to 2026 and includes policies to either protect sites or guide the way they are developed.
29. The application site is located within the settlement boundary of Chorley, as defined by Policy V2 of the Local Plan. Within the settlement areas excluded from the Green Belt, and identified on the Policies Map, there is a presumption in favour of appropriate sustainable development, subject to material planning considerations and the other Policies and Proposals within this Plan.
30. Policy EP1 of the Chorley Local Plan 2012 - 2026 sets out the approach to employment allocations. The application site is covered by allocation EP1.5 – North of Euxton Lane along with the Strawberry Fields site that is currently under construction to the east (13.1ha in total). This means that the site is allocated and protected for uses falling under Use Classes B1, B2 and B8. The development proposes employment uses comprising offices, research and development and light industrial (Use Class B1), general industrial (Use Class B2) and storage and distribution (Use Class B8), which fits within the specifications of the allocation.
31. Further to this it is noted that outline planning permission for employment development comprising of Office (Use Class B1), Light industrial (Use Class B1) and General Industrial (Use Class B2) uses with all matters reserved apart from access was approved in June 2019 and remains extant.
32. Given that the proposed development meets with the uses identified by policy EP1 of the Chorley Local Plan 2012-2026 and the presence of an extant planning permission of this nature having already been approved the proposal is considered to comply with the above policies and is considered acceptable in principle.
33. Policy EP3 of the Chorley Local Plan 2012-2026 provides guidance for the development of new business development. This policy sets out a number of criteria to be satisfied by such proposals. The most relevant criteria to this proposal are set out and assessed as follows:
 34. *a) they are of a scale and character that is commensurate with the size of the settlement;*
The proposed development is of a scale that is commensurate with the area of the application site and existing buildings on the industrial estate to the north and that which is being developed out to the east. The scale of development varies, reducing in scale towards Euxton Lane with the larger buildings to the north of the site closer to the railway line and existing large buildings beyond. The design and character would be of a modern functional style reflective of the recent developments to the north and ongoing development to the east. This is an appropriate design response to the site and its surroundings.
 35. *b) the site is planned and laid out on a comprehensive basis;*
This parcel of the employment allocation would be developed on a comprehensive basis accounting for access, parking and servicing requirements, landscaping and site constraints, whilst balancing this with an effective and efficient use of the allocation.
 36. *c) the site will not prejudice future, or current economic activities within nearby areas;*
There is no evidence to suggest that the proposed development would prejudice future, or current economic activities within nearby areas and the site is allocated for the use proposed, therefore, the proposal seeks to fulfil the planned development for the area;

37. d) *the proposal will not cause unacceptable harm e.g. noise, smells to surrounding uses;*
It is noted that there is currently a range of noise generating sources around the site, most notably traffic passing along Euxton Lane to the south and the railway line to the north. A noise report has been submitted in support of the proposed development, which considers that an acoustic barrier of 3.3m in height would be required in order to mitigate the likely noise impacts associated with the proposed development relative to background noise levels. It is proposed to construct a landscaped bund with acoustic fence on top around the two most affected residential properties at Brookfield and Ingholme. This is considered to be an adequate form of mitigation and on the basis that this is included within the development it is considered that there would be no unacceptable harm from noise in relation to surrounding uses. It is recommended that a condition by attached to any grant of planning permission in relation to the provision and retention of the bund and fence.

38. e) *the site has an adequate access that would not create a traffic hazard or have an undue environmental impact;*

Access would be taken from the existing development site to the east. The acceptability of the highway impacts is assessed in detail below.

39. f) *the proposal will be served by public transport and provide pedestrian and cycle links to adjacent areas;*

Public transport is readily accessible from the site. The nearest bus stops ('Euxton Lane/ Badgers Walk') are located directly adjacent to the southern site boundary and provide regular daily services to a number of surrounding towns including Chorley, Lostock Hall, Leyland and Preston. Buckshaw Parkway train station is the closest station to the site and can be accessed in a 25-minute walk from the site via Euxton Lane or Buckshaw Avenue, or a 9-minute journey by bus. Chorley train station is located in Chorley town centre and can be accessed in approximately 7 minutes' drive or via the 109A or 109B bus service. The location is easily accessible on foot or bicycle to residential areas. As such the site provides excellent accessibility to a large catchment.

40. g) *open storage areas should be designed to minimise visual intrusion;*

No open storage areas are proposed and it is recommended that outdoor storage be restricted by condition.

41. h) *adequate screening is provided where necessary to any unsightly feature of the development and security fencing is located to the internal edge of any perimeter landscaping;*

There is currently some landscaping provided along the southern boundary of the site with Euxton Lane, from which the site is most prominent. It is not the intention to screen the development from views, given that outdoor storage would be restricted and the design of the units themselves is considered to be appropriate in the context of the site and its surroundings. Peripheral landscaping would be retained where possible and enhanced along the southern and eastern boundaries, which would help to soften the impact of the development filtering views to some extent. This would ensure a suitable form of development in consideration of the character of the area.

42. i) *on the edges of industrial areas, where sites adjoin residential areas or open countryside, developers will be required to provide substantial peripheral landscaping;*

The proposed landscape framework and indicative planting layout seeks to increase the enclosure and visual screening of the site. Planting would be used to soften the built forms, providing a buffer between the proposed development and the existing residential properties and wider landscape. Ornamental planting would be incorporated as an integral part of the landscape scheme, providing seasonal interest, vertical structure and biodiversity.

The height of the planting along the western boundary to Alker Lane, and northern boundary would be limited due to the location of a diverted water main. Elsewhere, the landscaped bund and enhanced ecological zone, would provide more varied planting options. The landscaped bund and acoustic fence would provide a soft visual and physical buffer between the application site and adjacent residential properties. Native planting

throughout the site, and specifically within the enhanced ecological zone would add benefit to the amenity value of the site and attract wildlife. Trees along the eastern boundary would also create additional vertical form. It is recommended that the details of a comprehensive landscaping scheme for the site are required by condition.

43. *j) the development makes safe and convenient access provision for people with disabilities;*
It is proposed that access around the site would be level with minimal gradients, whilst DDA access would be provided at all units. There would also be 20 disabled parking bays.
44. *k) the buildings are designed, laid out and landscaped to maximise the energy conservation potential of any development, and to minimise the risk of crime;*
The applicant has submitted a Sustainability Report that seeks to identify the possible technologies that could be used for sustainability within the development. This states that the buildings would be required to have a minimum 15% sustainability features included as part of planning permission. In order to comply with Building Regulations Part L2'A' requirements certain elements may also be required to be implemented to reduce carbon emissions.
45. *l) the proposal will not result in surface water, drainage or sewerage related pollution problems; and*
The applicant has submitted a Flood Risk Assessment and Outline Drainage Strategy in support of the proposed development. This has been assessed by the Lead Local Flood Authority (Lancashire County Council) and is covered in more detail below.
46. *m) the proposal incorporates measures which help to prevent crime and promote community safety.*
The site would be secured to all sides, proposing new security measures, whilst also maintaining existing means of security. Security fencing would be installed to the more vulnerable boundaries, whilst planting would be maintained at appropriate heights and spread to minimise opportunities for anti-social behaviour.

Impact on neighbour amenity

47. The application site wraps around residential properties at Brookfield and Ingholme to the south west corner of the site. The occupiers of these dwellings would quite clearly be the most affected by the proposed development. It is proposed that a 1.3m high bund with 2m acoustic fence atop would be constructed around the northern and eastern boundaries to these properties with the aim of providing some protection against noise that may occur on the site as a result of the proposed development. The fence would be located approximately 4m beyond the rear boundary to the north east of Brookfield and Ingholme and south east side boundary to Ingholme as it wraps around. It would be positioned approximately 30m to the north east of the rear elevation of these dwellings at their nearest point and would run beyond the side of Ingholme being approximately 11m away at its nearest point. This is considered to be a reasonable degree of separation given the total height of 3.3m and would not result in an adverse impact on outlook from these dwellings or their gardens. There would be some possible impact on direct light to the garden at Ingholme in the mornings but this would only affect a relatively small part of the overall garden area and is not considered to be a harmful impact.
48. The proposed building at block C would have a gable end facing towards the rear elevation and gardens at Brookfield and Ingholme. This building would have a mono-pitched roof and would have a maximum height of approximately 10m. It would be located approximately 14m beyond the rear boundary to the north east of Brookfield and Ingholme at its nearest point and approximately 40m to the north east of the rear elevation of these dwellings at their nearest point. This is considered to be an acceptable degree of separation given the scale of the building such that it would not result in an adverse impact on outlook from these dwellings or their gardens and would have no impact on light. The proposed bund and fence would screen the building to some extent although it would still be visible. It is noted however, that the purpose of the bund and fence is not to screen views of the development but to provide acoustic protection to the occupiers of these dwellings.

49. The proposed building at block E would be a lower level structure with a mono-pitched roof of up to 6m in height with the lowest elevation being nearest, and running parallel, to the south east side boundary and elevation to Ingholme. The building would be located approximately 14m from the boundary to this property and 21m from the dwelling itself. Given the low level height of the building and degree of separation it is not considered that any unacceptable impact on light or outlook would occur as a result of the development in this respect.
50. Other nearby dwellings at Badgers Walk would be located approximately 35m away from the nearest proposed buildings and would not be adversely impacted upon by the physical presence of the buildings and structures themselves.
51. The application site is currently open pasture land and as such has little impact on the amenity of the occupiers of Brookfield and Ingholme and the other properties at Badgers Walk. The proposed development would clearly alter this situation resulting in an intensity of activity that would create some noise and disturbance. The applicant has submitted a noise impact assessment in support of the application.
52. The noise assessment followed a process of identifying existing background noise levels. An indicative noise impact assessment was then carried out based on several assumptions to inform potential site-wide mitigation methods to be incorporated within the proposed development. Noise impacts from several potential sources in the proposed development were considered:
- commercial and industrial activity at the site;
 - vehicle movements at the site; and
 - fixed items of external building services plant.
53. Limiting noise levels could then be identified for commercial and industrial activity at the site resulting from the development proposed. By meeting the proposed noise emission limits adverse impacts should be avoided at nearby sensitive receptors.
54. An indicative assessment of potential impacts at sensitive receptors due to noise from traffic on internal access roads and items of external building services plant has been carried out. The assessment recommended that adverse impacts can be avoided with the implementation of a noise barrier and bund combination at the south west corner of the site. This has been proposed as part of the development as set out above.
55. It must also be considered that the site has been allocated for the proposed use for some time as it was identified as being suitable and necessary for employment land development as part of the local plan process, leading to its allocation in the Chorley Local Plan 2012-2026. A development of this nature has, therefore, been anticipated for some time as the local plan has gradually been realised. A degree of change in amenity levels must be expected as a result of the land being identified for the proposed use, and it is considered that the proposal has been designed in consideration of the amenity of the occupiers of Brookfield and Ingholme through the positioning of buildings, their type and use of an acoustic bund and screen. It is, therefore, considered that the overall impact of the proposed development would not be unacceptably detrimental to the amenity of any nearby residential occupiers.

Impact on character and appearance of the locality

56. The proposed development would be prominent when viewed from Euxton Lane to the south, which would be the main public vantage point. As set out above the proposed development seeks detailed planning permission for the construction 33 units across a total of 6 blocks. In total, the accommodation would provide 8,455m² of gross internal floor area.
57. The proposal seeks to retain existing trees and landscaping as far as possible along the southern and eastern boundaries, from which the site is most visible, and would help to soften the impact of the development. The six development blocks would be of varying scale. The lowest height blocks (E and F) would be positioned at the southern most end of the site, along Euxton Lane, whilst the blocks of greatest height would be positioned to the north and west of the site, which are less prominent positions. This would result in a

continuum of scale through the site towards the large units at Buckshaw Village to the north and is an appropriate design response to the site, which is allocated for this use in the Chorley Local Plan.

58. Access to the site would be via an extension to the spine road through the adjacent site, which has already been consented as part of a previous application. With regards to the heights of the proposed units these would be as follows:
Block A maximum height to the eaves of 10.031m
Block B maximum height to the eaves of 10.031m
Block C maximum height to the eaves of 10.031m
Block D maximum height to the ridge of 10.619m
Block E maximum height to the eaves of 5.280m
Block F maximum height to the eaves of 5.771m
59. The largely mono-pitched blocks would ensure the impact of the development from the surrounding context is minimised. The functional requirements of the units generate simple well-proportioned footprints that provide flexibility thereby future proofing the development, which is essential to changing circumstances of business and the economy. It is considered that the layout and scale of the proposal responds positively to the site context and surroundings and provides a modern functional development that would contribute some environmental improvements, whilst reflecting other nearby commercial development.
60. The new buildings are based on a limited palette of material within a controlled composition to provide a level of visual interest and layering. A combination of high quality materials is proposed with a distinctive pattern and texture to all the key elevations to produce a consistent grouping. A combination of metallic silver 'micro-rib' and merlin grey 'profiled' cladding is to be used extensively on the elevations giving a strong horizontal emphasis to the development with a modulated texture. Main entrances would be expressed in a curtain walling system surrounded by the 'micro-rib' cladding.
61. Individual units and their service entrances and would be clearly identified by virtue of coloured numbers and roller shutters, adding some colour to the simple reserved palette. With respect to the roller shutter doors and unit numbers, each of the 6 blocks have been allocated a colour, providing a way-finding mechanism through the site for users and visitors. Main pedestrian entrances would have canopies over to afford a level of protection from the elements.
62. It is inevitable that the development would have an urbanising impact on this greenfield site, however, it must be considered that the site is allocated for development of this type within the Chorley Local Plan. It is also noted that the site is surrounded by development on three sides with industrial development to the north and east, and with residential development to the south. The application site forms a logical extension of the neighbouring development to the east and reflects the nature of the commercial development sites that have been or are being developed.
63. In summary the development would be of a commensurate scale in the context of the site area and nearby commercial developments. The layout of the development would respond well to the surroundings and public vantage points with a progression of scale through the site. The buildings would be of a functional modern design with some elements of interest but remaining suitably modest. The retention of peripheral landscaping would soften the appearance of the development. Boundary treatments would be of an appropriate type and would be largely unobtrusive and only installed where necessary. The bund and fence would be more prominent than might otherwise be desirable, however, these are necessary in order to protect residential amenity and would assimilate over time through weathering and the establishment of landscaping. Overall, the development would result in an acceptable appearance that would be reflective of the evolving character of the area and would be of a standard of design expected of a modern employment site.

Highway safety

64. A Transport Statement (TS) has been submitted in support of the proposed development, which has been reviewed by Lancashire County Council (LCC) as Local Highway Authority for the area. The application site is an open field fronted by Euxton Lane to the south and lies between Alker Lane to the west and the site granted planning permission, under application reference 15/00224/OUTMAJ for mixed used development to the east. The north boundary of the site runs parallel to a railway line. The existing site has a field access to Euxton Lane located opposite Badgers Walk.
65. The local highway network comprising the B5252 Euxton Lane, A6 Preston Road, West Way, A674 Millennium Way were described in the TA submitted for the approved outline application. The description of the network is generally the same as previous, but the current submission includes the description of Alker Lane.

Accident analysis

66. The accident analysis is similar to that carried out for the approved outline application, but which was considered unsatisfactory and had to be corrected later. In that assessment, a 3-year accident history from 2014-2017 of the same studied network as the current application was analysed and showed a total of 5 (1 serious and 4 slight) personal injury accidents. The 3-year history was not considered sufficiently representative of the traffic accidents within the studied area and as the analysis was not based on current data, on the request of LCC Highways, an updated analysis was later submitted for the most recent 5-year data from 2014-2018, but which still failed to account for most accidents within the studied network.
67. In the current submission, the applicant has again analysed the most recent 3-year traffic accident data from 2017-2019 from Crashmap which shows a total of 7 personal injury accidents (1 serious and 6 slight) in the same studied area of Euxton Lane/West Way roundabout, Preston Road/Euxton Lane roundabout and the B5252 Euxton Lane. LCC Highways available accident data is slightly outdated and only up to 2018, but an analysis of the 5-year accident history for the studied area from 2014-2018 reveals 18 traffic accidents (3 serious and 15 slight).
68. As noted, the area studied is not expansive, but appears to be in a high accident area as the accident locations are concentrated and the level of accidents do not compare well with local average rates. While it is accepted that the timescale for accident analysis for a single site can either be 3 or 5 years, where the 3-year analysis seems uncertain, a 5-year history can be used to see if the local average threshold is exceeded. The B5252 Euxton Lane has prevailing speed limit of 40mph and the site is in close proximity to a hospital with high pedestrian to vehicle ratio, where there is potential for the proposed development to exacerbate the rate of traffic accidents. Therefore while the 3-year accident analysis will be accepted, it is considered that the applicant carries out a review of the speed limit of the B5252 Euxton Lane and propose interventions to mitigate the impact of the accidents. This was one of the conditions (condition 6) of the approved outline planning application.
69. The proposal is to erect 6 buildings of total gross floor area (gfa) of 8,455m² for use as offices (B1 (a) and (b), light industries (B1(c), general industries (B2; and storage and distribution (B8). This is slightly less than the total gfa of 8,699m² proposed in the approved outline application.

Access

70. The proposed development would be accessed from the signal controlled access junction granted planning approval under application, 15/00224/OUTMAJ via the approved internal spine road, which would be extended together with the footways on both sides into the current proposed development. The footways would enable pedestrians to walk to and from the direction of the signal controlled access junction.
71. The spine road will be adopted due to the residential element of the approved application, 15/00224/OUTMAJ, but its extension into the current development will not be accepted for highway adoption as it is of minimal public benefit, therefore, should the spine road be

adopted prior to the proposed extension, the connection of the spine road and the current site access would be carried out through the s278 agreement.

72. There is no dedicated cycle route from the proposed development towards east, however, there is a condition (condition 20) attached to the approved application, 15/00224/OUTMAJ for the existing pedestrian/cyclist link on the north side of Euxton Lane, which currently ends opposite Badgers Walk to be extended east across the signal controlled access junction to Strawberry Fields. Therefore, as there is also a condition attached to planning permission, 19/00016/CO3MAJ (condition 19) for a pedestrian/cycle link to be provided from the current development across the south boundary to Euxton Lane, this should connect the approved link and facilitate walking and cycling to and from the development.

Internal layout

73. The proposed site plan originally showed a pedestrian/cyclist link from the development to Alker Lane, which is currently not an adopted highway, but privately maintained. Provision of this link is highly encouraged as it would enhance accessibility and shorten journey times for pedestrians and cyclists to the west of Euxton Lane and to Buckshaw Village. However, while it is understood the applicant, Chorley Council, is currently in discussions with the owners regarding the use of Alker Lane, the statement in paragraph 3.2.6 of the TS does not provide any certainty as to whether it would be possible for this link to be delivered.
74. As a privately maintained road, Alker Lane is currently gated and pedestrian/cyclist access can be restricted at the whim of the owners without notice. The north section of Alker Lane up to Buckshaw Avenue requires improvements to make it safe for use as a pedestrian/cyclist link. The applicant has no control over Alker Lane and the rest of the access to Buckshaw Avenue and there are no conclusive arrangements in the application submission as to how the pedestrian/cyclist link is to be delivered and whether as part of any such arrangements, through access to the north and south of Alker Lane can be guaranteed to always remain open for public use. The proposed link from the development was skewed towards the south of Alker Lane on plan, which suggests that the applicant wishes for pedestrians and cyclists to head south, however, as there is a through access in the north direction over the railway bridge to Buckshaw Village, it is possible pedestrians and cyclists would head north where their safety would be endangered if improvements were not delivered to the existing footpath to make it a pedestrian/cyclist route.
75. In view of the safety implications and the obstruction that any closure of Alker Lane by the owners would cause to the public, the proposed link to Alker Lane has been removed from the proposal.
76. The proposed internal layout is generally acceptable in principle, however, amendments are required to make it acceptable. The layout lacks turning areas as the swept path analysis submitted show that vehicles would rely on the availability of spaces in front of the proposed buildings to be able to turn. Once the building units are sold, the availability of the frontage spaces cannot be guaranteed, as it is possible the owners may either park vehicles or place objects that would restrict use by other vehicles. Should this happen, large vehicles at the end of the streets e.g. opposite Units 7 and 8 would have to reverse more than 65m to the junction to be able to turn, contrary to the Manual for Streets, which recommends maximum reversing distances of 12m for refuse collection vehicles and 20m for fire service vehicles.
77. LCC Highways does not expect turning areas to be provided at the ends of all streets within the layout, as traffic flows on some of the streets would be low and some large vehicles would only use the streets infrequently, as such, dedicated turning areas will not be required at the ends of the rest of the proposed side streets. However, it is considered there is scope for the applicant to provide a turning area at the end of the street fronting Units 7 and 8, therefore, a turning area should be provided.
78. It is not considered appropriate for the disabled parking space hatchings to be provided to straddle the carriageways as shown at the sides of Units 17 and 19, as this can lead to parked disabled vehicles overhanging the carriageway. This aspect has, therefore, been amended to make the layout acceptable.

Parking

79. The proposed development would comprise class B1, B2 and B8 uses, however, the applicant provides no breakdown of the individual uses in either the planning application form nor the submitted 'Proposed area schedule' to allow for the actual number of parking spaces required as per the Chorley Council Parking Standard to be calculated. Instead, the applicant based the assessment of the overall parking requirement on B2 use, which works out as 188 spaces, but which is not the worst case scenario. The worst case scenario is B1 use which would require a total of 282 parking spaces to be provided.
80. Notwithstanding the above, the applicant proposes a total of 147 parking spaces including 20 disabled spaces supported by a parking accumulation exercise using trip rates and generation from TRICS to demonstrate that at both AM and PM peak periods of 08:00-09:00 hours and 17:00-18:00 hours, there would only be a maximum of 77 cars on site which would occur between 10:00-11:00 hours. Similarly, the applicant based the provision of cycle storage and motorcycle parking on class B2 use which resulted in secure storage for 19 cycles to be provided south of Unit 16 and parking spaces for 9 motorcycles to be located north of Unit 20.
81. While the applicant's parking provision was based only on class B2 use, it is noted that there is an element of class B8 use in the proposal which requires lower parking provision than both B1 and B2 uses. LCC Highways would, therefore, on this occasion accept the parking assessment based on the class B2 use as a reasonable middle ground of the three uses and although even for the class B2 use, parking has not been provided to the Chorley Council parking standard, LCC Highways has taken into account the parking accumulation excise undertaken, the pedestrian/cyclist facilities to be provided and the site's close proximity to existing bus stops.

Accessibility by non-car modes

82. This aspect of the assessment was dealt with in the highway responses to the approved outline application. As noted in those responses, the site is not within the CIHT recommended walking, cycling and commuting distance of services, amenities and facilities on the isochrone maps submitted. Therefore, it was considered that if the link to Alker Lane were to be delivered, it would provide a direct link to the west of Euxton Lane and to Buckshaw Village. A condition (condition 19) was also attached to the approved outline application for a pedestrian/cyclist link to be provided from the development through the south boundary to Euxton Lane.
83. In terms of public transport, the delivery of the above links would enable the two bus stops on Euxton Lane near its junction with Alker Lane to be accessed within the CIHT recommended preferred maximum walking distance of 400m from the centre of the site. In this regard, there is a condition attached to the outline planning permission for the two bus stops to be improved to make them safe, disability compliant and attractive for use. This is in condition 6 of the approved outline application, 19/00016/CO3MAJ.

Traffic forecasting

84. The level of anticipated traffic generation from the proposed development and its impact on the highway network was assessed in the approved outline application based on a total proposed scale of 8,699m² gross floor area (gfa), however, as indicated above, the current proposal is slightly less in scale, i.e. 8,455m² gfa. Therefore, to assess the impact of the current proposal on the highway network, the applicant worked out traffic to be generated by the current proposed development and compared the result with traffic to be generated by the approved outline application.
85. The traffic generation as predicted for the approved outline application was that at AM and PM peaks of 08:00-09:00 hours and 17:00-18:00 hours, 90 and 74 two-way trips respectively would be generated. Based on trip rates from TRICS the applicant assessed the trip generation of the current proposed development to be 60 and 54 two-way respectively during AM and PM peaks of 08:00-09:00 hours and 16:00-17:00 hours.

86. When the traffic generation associated with the approved outline and the current applications were compared, it was noted that the current proposal would generate 30 and 20 less two-way trips during the AM and PM peaks and as such would have less impact on the highway network than the approved outline application. The applicant's method used in predicting the associated traffic generation is acceptable.

Highway mitigation and off site works

87. The following impact mitigation and off-site works of highway improvements were agreed at the outline application stage and conditioned as part of planning permission 19/00016/CO3MAJ. It is considered the same measures should be implemented in respect of the current proposed development through s278 agreement of the highways act 1980.
- Review of the speed limit of the B5252 Euxton Lane with measures to mitigate traffic accidents on Euxton Lane between West Way and Preston Road (condition 6).
 - Improvements to two bus stops on Euxton Lane near its junction with Alker Lane (condition 6).
 - Provision of pedestrian/cycle link from the proposed development through the site's south boundary to Euxton Lane (condition 19).

88. The Trigger point for the s278 works would be before commencement of development.

Interim travel plan

89. The applicant states in the TS that the Interim Travel Plan (ITP) submitted in respect of the approved outline application referenced, 68731-CUR-00-XX-RP-ITP-003 V03 is still relevant and should be accepted in respect of the current application. The ITP quoted was initially submitted, but rejected by LCC Highways as not meeting the submission criteria. This led to the necessary corrections being made in a submitted supplementary document titled, 'Post Submission Technical Response 1', referenced, TPMA1216 (29 April 2015). The applicant should, therefore, ensure the more current ITP containing the following key features is used.
- Commitment and timescale for the appointment of a Travel Plan Coordinator at least 1 month prior to first occupation and the position retained for at least 5 years.
 - Commitment and timescale to undertake travel surveys within 3 months of business commencing.
 - Commitment and timescale for developing a Full Travel Plan within 3 months of 1st travel survey.
 - Details of cycling, pedestrian and public transport links to and within the site.
 - Details of provision of secure cycle storage.
 - Outline objectives and targets.
 - List of any proposed measures to be introduced particularly any to be implemented prior to the development of the Full Travel Plan.
 - Details of arrangements for monitoring and review of the Travel Plan for a period of at least 5 years.
90. The development of the Full Travel Plan would need to comply with condition 3 of the approved outline application, 19/00016/CO3MAJ and as previously requested, a s106 contribution of £6,000 would be required by LCC Highways to provide the following range of services.
- Appraise initial Travel Plan submitted to the Local Planning Authority and provide constructive feedback.
 - Work closely with the applicant's appointed Travel Plan Coordinator, the end user where appropriate and local community groups.
 - Oversee the progression from the Interim Travel Plan to the Full Travel Plan in line with agreed timescales.
 - Monitor and support the development, implementation and review of the Full Travel Plan, including reviewing annual surveys, progression of initiatives/actions plan and targets.
91. As a minimum of 5 years is needed for implementation and monitoring of the Travel Plan, should the contribution not be spent within 10 years from the date of receipt, it would be repaid to the applicant. However, where the development is expected to be over a longer

period, the 10 year repayment clause may be adjusted to reflect this, so as to avoid repayment being requested whilst monitoring is taking place, or the development is not fully occupied. The Trigger point for the s106 contribution would be prior to commencement of development to enable suitable support to be provided early in the process.

Highway conclusion

92. The proposed development is acceptable in highway terms following the provision of an amended layout.

Drainage

93. Policy 29 of the Central Lancashire Core Strategy requires appraising, managing and reducing flood risk in all new developments, avoiding inappropriate development in flood risk areas. A Flood Risk Assessment and Drainage Strategy has been prepared by Curtins (Ref: 068731-CUR-00-XX-RP-D-001/V04) and submitted in support of the proposal. The report has been written in accordance with the standing advice and requirements of the Environment Agency (EA) for Flood Risk Assessments as outlined in the Communities and Local Governments Planning Policy Guidance to the Framework.
94. The application site is located within an area classified as Flood Zone 1, therefore, the site is considered to be at very low risk from fluvial flooding. Having considered the various sources of flood risk that may affect the development proposal, it has been concluded that the main types of flooding that may apply are groundwater flooding (potential), surface water flooding to the site and surface water flooding from the site. Further consideration was then given to any likely mitigation measures that may be required to be incorporated into the proposed development and any associated drainage scheme.
95. The extent of flooding to the site from surface water is classified as being at 'Very Low'. However, a strip along the eastern boundary adjacent to the drain shows areas that vary from low to high risk. Developers are responsible for ensuring that new development does not increase the flood risk elsewhere. The drainage strategy states that the proposed surface water drainage network shall be designed to not flood for the critical 1 in 30-year storm event and flood water generated up to the critical 1 in 100-year plus climate change storm event shall be constrained within areas on site so as not to cause damage to buildings, essential services or adjoining developments and services.
96. It is acknowledged that the development has the potential to increase flood risk where any increase in impermeable areas results in additional run-off from proposed roads, car parks and building roofs being discharged freely into the downstream drainage network. The developer is, therefore, encouraged to include permeable areas, landscaping areas and incorporate sustainable drainage features utilising infiltration or attenuation where possible.
97. It is proposed that surface water from the site would ultimately discharge into the drain running along the eastern boundary at a controlled rate, and that the surface water run-off from the development be restricted to Qbar Greenfield run-off flows.
98. It is considered that the proposed drainage strategy provides a robust basis from which detailed surface water drainage proposals for the future development of the site can emerge. Sustainable drainage solutions have been considered for the site in line with the Sustainable Drainage Hierarchy. Infiltration is confirmed as being unviable for the site. The next outlay option is discharge to a watercourse, which in this case is deemed to be the viable solution for the site. The site benefits from having an ordinary watercourse (drain) within the eastern boundary. Surface water would, therefore, discharge into this drain at a controlled rate.
99. The flood risk implications arising from both the site itself and the intended development have been given careful consideration and the identified mitigation measures and outline drainage strategy would ensure that the proposal does not give rise to any adverse impacts in respect of flood risk, thereby complying with Core Strategy Policy 29. Furthermore Lancashire County Council as Lead Local Flood Authority raise no objection.

Ecology

100. The applicant has submitted an ecological survey in support of the proposed development. This has been reviewed by the Council's ecology advisor who confirms that the ecological surveys undertaken for the site have been carried out by suitably qualified ecologists and were generally to appropriate standards, although no new population size class assessments were undertaken for great crested newts. However, previous recent surveys for great crested newts undertaken in the area associated with other nearby developments have indicated that the population of newts is low.
101. The specially protected species great crested newt has been detected in a pond close to the application site, albeit on the other side of Alker Lane. While this pond would not be lost to the scheme, the development would involve the loss of potential foraging habitat for newts. While a mitigation strategy for harm to great crested newts has been provided (section 5.5 of the Ecology survey and assessment report) there are insufficient details available concerning the future landscaping on the application site to provide reassurance that losses to habitats would be properly compensated. It is noted that some of the habitat of most value to newts (along the Brook corridor on the eastern boundary of the site) would be retained, and that habitat connectivity would, therefore, be maintained.
102. It is, therefore, recommended a condition is attached to any grant of planning permission that before any work commences on site, a detailed landscaping scheme shall be prepared and submitted for approval. The landscaping plan must take into account the needs of great crested newts and the advice provided in the ERAP ecological survey and assessment report, in particular the creation of a new pond and amphibian hibernacula on the site.
103. It is also recommended that a condition be attached to any grant of planning permission requiring that the Great Crested Newt Mitigation Strategy described in Section 5.5 of the ERAP Ecology Survey and Assessment Report of July 2020 is required to be implemented in full.
104. Because of the risk of direct harm to great crested newts and the loss of some habitat of use to newts the development would require a Licence to be obtained from Natural England before commencing any work which could cause harm to newts. A Licence would only be granted once planning permission is in place.
105. Seven trees have been identified as supporting features of some value for roosting bats. It is currently unclear whether these trees would need to be felled to facilitate the development. If any of these trees do need to be felled they should first be further inspected for the presence of bats, and if bats are found a method statement would need to be prepared providing details of the measures to be taken during any tree works to avoid harm to bats.
106. Irrespective of whether any of these trees need to be felled it would be beneficial for new bat boxes to be installed on retained trees along the Brook corridor at the eastern boundary of the site (6x no. boxes).
107. The current plans for the development show some of the most important habitats on the site (the woodland along the Brook corridor and hedgerows) as being retained, although other important habitats (wet grassland and ponds) would be lost. There are no detailed landscaping plans for the site and, therefore a more detailed landscape plan, and a landscape management plan, should be prepared for the site and required by condition.
108. Retained habitats (particularly trees and the water course) should be suitably protected during the course of any groundworks or construction works. It is recommended that a condition be attached to any grant of planning permission requiring a tree retention and protection plan.
109. No vegetation clearance required to facilitate the development should take place during the optimum time of year for bird nesting (March to August inclusive).

110. Stands of Rhododendron shrubs and dense areas of Indian Balsam are present within the broadleaved woodland at the north eastern area of the site. Indian Balsam is also present along the margins of Alker Lane. These species are listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended); it is an offence to spread or cause their spread in the wild. It is recommended that a strategy for the control and eradication of these plants is required by condition attached to any grant of planning permission.

Sustainability

111. Policy 27 of the Core Strategy requires new buildings to meet minimum energy efficiency standards of 'Very Good' under BREEAM (Building Research Establishment's Environmental Assessment Method). The development has been designed with the aim of achieving a BREEAM rating of good in balancing the viability of delivering a new industrial site in line with the policy aspirations set out by the allocation of the site for employment use. The applicant confirms that the buildings would be designed to have a minimum 15% sustainability features included as part of the approved scheme. In order to comply with Building Regulations Part L2'A' requirements certain elements may also be required to be implemented to reduce Carbon Emissions. Although this would be of a sustainability rating beneath that of the policy requirement set out in policy 27 of the Core Strategy, this must be balanced against the viability of delivering such a scheme on the site and in consideration of its allocation for employment use. On balance, it is considered that the development would be delivered to the highest possible sustainability standards that can be supported within viability tolerances, and given the significant economic benefits that the development would provide the proposal is acceptable when taking the development plan as a whole.

Employment and skills provision

112. The Central Lancashire Employment Skills Supplementary Planning Document (SPD) was adopted in September 2017. The SPD introduces Employment Skills Statements and provides clarity as to how this requirement relates to the relevant policies set out in the Core Strategy and Local Plan as well as the guidance set out in the Framework. The SPD goes on to state that one of Central Lancashire's priorities is to encourage economic growth within Central Lancashire that benefits the people and businesses in the three boroughs. The SPD seeks to;

- increase employment opportunities by helping local businesses to improve, grow and take on more staff
- help businesses to find suitable staff and suppliers, especially local ones
- improve the skills of local people to enable them to take advantage of the resulting employment opportunities
- help businesses already located in Central Lancashire to grow and attract new businesses into the area

113. The SPD requires development over certain thresholds to be accompanied by an Employment and Skills Statement to ensure the right skills and employment opportunities are provided at the right time. This is to the benefit of both the developer and local population and covers the following areas:

- Creation of apprenticeships/new entrants/graduates/traineeships
- 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) (5 working days minimum)
- Links with schools, colleges and university
- Use of local suppliers
- Supervisor Training
- Management and Leadership Training
- In house training schemes
- Construction Skills Certification Scheme (CSCS) Cards
- Support with transport, childcare and work equipment
- Community based projects

114. A condition is recommended requiring an employment and skills plan.

Community Infrastructure Levy (CIL)

115. The Chorley CIL Infrastructure Charging Schedule provides a specific amount for development. The CIL Charging Schedule was adopted on 16 July 2013 and charging commenced on 1 September 2013. The proposed development would be a CIL liable development and any charge would be subject to indexation in accordance with the Council's Charging Schedule.

Other matters

116. Blocks E and F would be built over a septic tank serving Brookfield & Ingholme: The matter of the septic tank has been noted by the applicant who is in discussion with the owners of the properties that are connected to it. This is a matter to be resolved between the applicant, owners and those that may be affected.

117. Who would maintain the fence and how would residents access their own fencing?: All onsite fencing would be maintained by the site owner with whom any access requirements should be arranged.

118. The development will no longer be commercially viable as a result of the Covid pandemic: This is commercial matter for the developer to consider.

CONCLUSION

119. The proposed development would contribute to economic growth within Chorley and is considered to be acceptable in principle. There would be no unacceptable detrimental impact on the amenity of neighbouring occupiers or on the appearance of the site and character of the area. In addition, there would be no unacceptable impact on the highway network, ecology or drainage. On the basis of the above, it is recommended that planning permission be granted subject to conditions and a s106 agreement to secure the monitoring of a travel plan.

RELEVANT HISTORY OF THE SITE

Ref: 19/00016/CO3MAJ **Decision:** PERFPP **Decision Date:** 20 June 2019
Description: Outline application for employment development comprising of Office (Use Class B1), Light industrial (Use Class B1) and General Industrial (Use Class B2) uses with all matters reserved apart from access.

RELEVANT POLICIES: In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Local Plan 2012-2026 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposal has had regard to guidance contained within the National Planning Policy Framework (the Framework) and the development plan. The specific policies/guidance considerations are contained within the body of the report.

Suggested conditions

To follow