

Development Control Committee
Meeting to be held on 6 September 2023

Electoral Division affected:
Preston West, Preston South
West

Preston City: application number: LCC/2022/0049

Construction of a new railway station at Cottam, including station building and forecourt, two platforms, footbridge over the railway, associated parking and infrastructure, new public highway access road, a bus gate at the junction with Lea Road, conversion of Sidgreaves Lane to a segregated cycle and pedestrian track, segregated cycle and pedestrian track along new access road and the construction of a new bridge over the Lancaster canal with cattle creeps. The diversion of a public right of way, water attenuation pond, the construction of a secondary means of escape and access to it from Lea Road, landscape and ecological mitigation areas and temporary soil/material/plant storage and compound areas.

Land off Lea Road and Sidgreaves Lane, Preston

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Brief Summary

Application - Construction of a new railway station at Cottam, including; station building and forecourt, two platforms, footbridge over the railway, associated parking and infrastructure, new public highway access road (0.75km from the Cottam Link Road to Lea Road), a bus gate at the junction with Lea Road, conversion of Sidgreaves Lane to a segregated cycle and pedestrian track, segregated cycle and pedestrian track along new access road and the construction of a new bridge over the Lancaster canal with cattle creeps. The diversion of a public right of way, water attenuation pond, the construction of a secondary means of escape and access to it from Lea Road, landscape and ecological mitigation areas and temporary soil/material/plant storage and compound areas.

Land off Lea Road and Sidgreaves Lane, Preston.

The proposed development is subject to environmental impact assessment (EIA) and the application is accompanied by an Environmental Statement and nontechnical summary.



Recommendation – Summary

That planning permission be **granted** subject to conditions controlling time limits, working programme, materials, surface and foul water drainage, ecological mitigation, highway matter and landscaping.

Applicant's Proposal

The application is for the development of a new railway station and associated infrastructure. The proposal comprises the following elements:

Railway Station Building and Platforms

The proposed railway station building would be located to the north side of the railway line and would comprise a single-story building with a dual pitched roof. The footprint of the building would measure approximately 27m long, by 7.8m wide, with a maximum height of 5.4m to the ridge. The roof includes a significant overhang, measuring 39m by 12.5m. The building would be constructed as a steel framed structure clad with brick and with substantial areas of glazed curtain walling. The northern roof slope would have a green sedum roof and the south facing roof having solar panels.

Access

The principle vehicular access to the station would be from the north via a new road that is to be constructed from a roundabout off the newly constructed Cottam Link Road to the north of the site. This access road would continue southwards, aligning with Sidgreaves Lane to the east, via a new bridge crossing over the Lancaster Canal. The existing Sidgreaves Lane would become a segregated footway and cycle track.

There would also be a new access from Lea Road to the east, but this would be restricted to pedestrians, buses and emergency vehicles only (and as a secondary means of escape).

Car park

A total of 248 car parking spaces are proposed, of which 14 would be disabled bays. The proposed car parking is split into two areas either side of the station buildings: 165 spaces to the west and 83 spaces to the east. The proposals also include provision for motorcycle parking (10 spaces) and both covered and uncovered cycle parking immediately adjacent to the station building. The car park would be fully lit.

Landscaping

The proposals would necessitate the removal of a number of trees and hedgerows. A total of 25 trees, five groups of trees and 830m of hedgerows would need to be removed to facilitate the development. The application is accompanied by a comprehensive landscaping and mitigation scheme and proposes a biodiversity net gain of at least 10%.



Description and Location of Site

The application site covers approximately 14.5 hectares of land located to the west of Lea Road, Preston approximately 4 km north west of Preston City Centre.

The application site includes land to the north and south of the existing Blackpool to Preston Railway line. The proposed station building would be located on the northern side of the railway line.

The application site and surrounding area is currently agricultural grazing land. However, land immediately adjoining the site to the north and south is the subject of planning application ref 06/2022/1101, currently awaiting determination by Preston City Council. This is a hybrid planning application for the erection of up to 283 dwellings. To the north of the proposed railway station is a full planning application proposing the erection of 161 dwellings, together with associated infrastructure. The northern extent of the hybrid application is the Lancaster Canal. To the south of the railway line the hybrid proposal comprises an outline application for the erection of up to 120 dwellings. The hybrid application extends to Savick Brook to the south.

To the south of the application site is Ashton and Lea Golf Course and the proposed outline residential development as outlined above.

To the north of the site is the Cottam Link Road. To the east the site is bounded by Lea Road. Approximately 1km to the west is the recently constructed Preston Western Distributor Road.

The land is predominantly currently in agricultural use, with some areas of woodland and hedgerows along the site boundaries.

The site is located within open countryside as identified in policy EN1 of the Preston Local Plan. The proposed access road would cross the Lancaster Canal (to the north of the station building) which is a Biological Heritage Site and also designated as a wildlife corridor under policy EN10 of the Preston Local Plan. A canal bridge located close to the proposed canal crossing is a listed building (Grade II).

One public footpath is affected by this development. FP0608044 runs parallel to the north side of the railway line between Sidgreaves Lane and Lea Road.

The nearest residential properties to the application site are located at Railway Cottages, a small terrace located off Sidgreaves Lane and immediately north of the railway line approximately 200 metres west of the proposed railway station.

History

There is no relevant planning history for the application site, however there is presently a planning application under consideration by Preston City Council for residential development on land to the north and south of the application site. The details are application ref. 06/2022/1101 - Hybrid planning application comprising 1) Full planning application for 163no. dwellings (northern parcel); 2) Outline planning



application for residential development of up to 120no. dwellings, (access applied for only and all other matters reserved for subsequent approval) (southern parcel).

Planning Policy

National Planning Policy Framework

The following paragraphs are considered to be relevant:

8-11 (presumption in favour of sustainable development),
100 (public rights of way)
110-113 (transport and highway considerations)
130 (design)
131 (trees)
167 (flood risks)
169 (sustainable drainage systems)
174 and 180 (biodiversity)
185 (amenity impacts of development)
194 - 202 (heritage assets)

Central Lancashire Core Strategy

Policy 1 – Locating Growth
Policy 2 – Infrastructure
Policy 3 – Travel
Policy 16 – Heritage Assets
Policy 17 – Design of New buildings
Policy 18 – Green Infrastructure
Policy 21 – Landscape Character Areas
Policy 22 – Biodiversity and Geodiversity
Policy 25 – Community Facilities
Policy 27 – Sustainable Resources and New Developments
Policy 29 – Water Management
Policy 30 – Air Quality
Policy 31 – Agricultural Land

Preston Local Plan 2012-26 (Site Allocations and Development Management Policies)

Policy MD1 – Cottam
Policy MD2 – North West Preston
Policy ST1 – Parking Standards
Policy ST2 – General Transport Considerations
Policy EN1 – Development in the Open Countryside
Policy EN3 – Future Provision of Green Infrastructure
Policy EN7 – Land Quality
Policy EN8 – Development and Heritage Assets
Policy EN9 – Design of New Development
Policy EN10 – Biodiversity and Nature Conservation



Policy EN11 – Species Protection

There are also a number of other related policy documents that are considered relevant to the proposals:

Supplementary Planning Document Doc 02: North West Preston Masterplan (Preston City Council March 2017)

The Preston City Transport Plan Technical Advice (Preston City Council, 2019)

The Central Lancashire Highways and Transport Masterplan (2013)

Consultations

Preston City Council: Confirm that they do not raise any objections to the proposed development. However, it is requested that the following issues be specifically addressed as part of any approval:

- Disabled access for users of the proposed platform footbridge.
- Provision of sufficient electric vehicle charging points and cycle storage facilities.
- Management of the car parks to prevent their use by non-rail passengers, to reduce overspill parking on neighbouring roads/streets.

Additionally, Preston City Council have provided additional detailed comments on heritage matters which are summarised as follows:

- The proposal lies within close proximity to a number of listed buildings:
 - to the west and south of the Grade II Listed Clock House (List Entry 1165091)
 - to the northwest of and south east of the Grade II Listed Canal Bridge Number 19, Darkinson Lane Bridge (List Entry 1165066)
 - to the south east of and south of the Grade II Listed Canal Bridge Number 18, Lea Road (List Entry 10735120)
 - to the north of the Grade II Listed Leyland Bridge Farmhouse (List Entry 1073513).
- The key heritage issue for the Local Planning Authority to consider is whether the proposal would harm the setting of the nearby Grade II Listed Buildings/Structures. These should be regarded as being of high significance.
- It is evident that all the nearby listed buildings have very limited to no visual connection to the new station itself.
- The proposed works associated to the new public highway, bridge, access road etc. leading up to the Cottam Link Road, will largely have no impact on most of the listed buildings. A notable exception, however, is the section of access road that will run close to and alongside (west side) the Grade II Listed Canal Bridge No. 19. The proposed new bridge will affect the linear views along the canal and will impinge on the views of the listed bridges, especially Bridge No.19. The proposals will cause some harm to the setting of Bridge No.19 and to a lesser extent Bridge No.18 and would (subject to further assessment on the design details) likely be in the low range of less than substantial.
- The wider area of the proposed railway station was the former site of an earlier railway station that is clearly identified on the First Edition OS Map (c1848) as



Lea Road Station. From a historical association perspective, this site is evidently an appropriate location to for a new railway station.

Lea Parish Council: The Parish Council have concerns that the approach to the Lea Road access point designed for buses, pedestrians and cyclists is not suitable since there are narrow footpaths and there is no cycle lane. It is suggested that the proposals should include suitable improvements to Lea Road to take account of the current deficiencies.

Canal and Rivers Trust: The Canal and Rivers Trust have provided the following advice: The Canals and Rivers Trust own and manage the Lancaster Canal and Grade II listed Quakers Canal Bridge No. 19 and Grade II listed Lea Malt Kiln Bridge No. 18. Their primary interest in relation to this application relates to the proposed new highway bridge over the canal and associated construction works in particular related to construction access routes to the site via the listed bridges.

No objections are raised to the proposals however, it is requested that a number of conditions are imposed on any grant of planning consent to address the following issues:

- A risk assessment and method statement outlining the construction of foundations of the bridge, bridge installation and associate construction works in proximity to the Lancaster Canal to be submitted and agreed prior to the commencement of development.
- A survey of the culvert carrying the western watercourse under the Lancaster Canal to demonstrate that the culvert has adequate capacity to accept increased flows and a scheme of works for any necessary improvements.
- A construction environment management plan to address the potential for contamination of the waterway in terms of dust, solid materials and surface runoff during the construction phase.

A financial contribution towards the upgrading of the canal towpath is also requested as it is considered that the towpath has a role to play in providing a safe off-road sustainable transport route for pedestrians and cyclists.

Lancashire County Council Archaeology: Confirm no objections to the proposals subject to the imposition of conditions requiring pre-construction archaeological work.

Lancashire County Council Landscape: Advise that there will be irreversible changes to the landscape and visual character of the area. A number of concerns with technical aspects of the landscape and visual impact assessment are raised. It is recommended that there should be a more significant landscape boundary treatment to the northern side of the development and a further public right of way is recommended to the southern extent of the site area, between Sidgreaves Lane and Lea Road (south of the railway) to compensate for the loss of tranquillity and wellbeing/the rural outlook for users to the existing right of way.

Atkins Global Ltd (Ecology advice): Atkins have reviewed the applicant's ecological survey on behalf of the County Council. They have made the following observations:



- Designated sites for conservation:

The adoption of good practice pollution prevention measures incorporated into the scheme design and implemented during the construction phase will be sufficient to protect the Ribble Estuary Marine Conservation Zone.

Following review of additional information, it is advised that the construction and operation of the scheme is extremely unlikely to have a significant impact on the notified wintering bird species of Newton Marsh Site of Special Scientific Interest.

It is acknowledged that the proposals would result in the unavoidable loss of marginal vegetation within the Lancaster Canal Biological Heritage Site. The further information provided details on the compensation for the unavoidable impacts proposed and includes provision of a new pond in the immediate vicinity of each affected canal bank. The additional information states that additional tree/woodland planting has been purposefully excluded as it could adversely affect the integrity of the new structure in the long-term. The additional information provided concludes that the scheme provides overall biodiversity gain and that the Canal and Rivers Trust acknowledge that the proposed landscaping adjacent to the canal will add valuable habitat to the overall location. Therefore, no objections are raised subject to the imposition of conditions.

- Protected/Priority Habitats: The site is within 5km of the Ribble and Alt Estuaries Special Protection Area (SPA)/ Ramsar Site (the SPA/ Ramsar Site boundary also overlaps with the Ribble Estuary Site of Special Scientific Interest (SSSI) and National Nature Reserve (NNR) boundaries); Newton Marsh SSSI is located approximately 3.5 km from the Scheme and the Scheme falls within a Natural England Impact Risk Zone; The Ribble Estuary Marine Conservation Zone is located approximately 1.4 km from the site.

Part of the Lancaster Canal Biological Heritage Site crosses the site. It is acknowledged that the proposals would result in unavoidable loss of the marginal vegetation within the Lancaster Canal due to the proposed construction method. However, it is concluded that this loss is not significant and compensatory planting will be provided.

- Protected/Priority Habitats: The following protected and priority habitats were identified within the study area:
 - Small areas of broad-leaved woodland and wet woodland.
 - A small reedbed near Lancaster Canal.
 - Two ponds which qualify as priority habitat for their breeding common toad populations.
 - Hedgerows; and
 - A potential veteran tree.
- Protected/Priority Species: the proposal has the potential to impact a number of protected species: bats, badgers, otters, brown hare, hedgehogs, wintering birds, breeding birds, reptiles, aquatic ecology, Great Crested Newts and the common



toad. Surveys work in respect of bats, badgers, otters, great crested newts, and common toads have been carried out. No survey work has been completed for brown hare, hedgehogs and reptiles. The assessment of impacts on these species relies upon desk study.

The Extended Phase 1 Habitat survey found a number of invasive species to be with the study area (Himalayan balsam, Japanese knotweed, rhododendron and variegated yellow archangel 15 were recorded within the study area), with Himalayan balsam within the site itself. It is recommended that a condition requiring the preparation and agreement of a Construction Environmental Management Plan (CEMP) containing detailed measures to prevent the spread, avoid any breach of legislation and eradicate them from the site is imposed.

- Biodiversity net gain: The scheme has been designed with the aim of achieving a 10% biodiversity net gain. Atkins advise they are satisfied with the information that has been provided to demonstrate that this gain will be achieved. A landscape and ecology management plan should be required as part of the conditions of the application.

Environment Agency: Following the receipt of additional information no objections are raised in relation to the foul drainage proposals. However, it is noted that a temporary non-mains foul drainage solution (package treatment plant) is proposed until such time as a foul sewer connection is installed as part of the adjacent residential development (Preston City Council planning application ref. 06/2022/1101). The Environment Agency recommend that when mains foul drainage becomes available, the applicant is required to connect all foul drainage to the sewer (within a defined timescale). The non-mains drainage system should then be decommissioned, removed and the site restored. The applicant will also require a water discharge permit in addition to planning permission for a non-mains drainage system. The grant of planning approval does not guarantee a permit for a non-mains drainage system and the developer should be aware that the Environment Agency do not routinely grant permits for temporary non-mains drainage systems.

In respect of contaminated land, the Environment Agency advises that it will be possible to manage the risks posed to controlled waters by this development.

Advice is also provided on matters of surface water drainage, biodiversity net gain, environmental permitting and the use of non-road mobile machinery (in respect of emission standards).

Lancashire County Council Highways: Lancashire County Council Highways advise that there would be no highway objections to the proposals, subject to demonstrating that a safe and suitable means of access for all users can be demonstrated. Additional information is requested in regard to providing safe and suitable access for pedestrian and cycle access to the site, particularly access from Lea Road and the extent of proposed road adoptions.

It was noted that bus access directly to the railway station would reduce the need for the private car and would encourage the use of public transport, and the principle of this is supported. The overall provision for cycle parking is accepted, although the use of a greater number of cycle storage lockers would be encouraged. On the basis



of the results of the traffic modelling it is considered that no interventions are required to mitigate the impact of the railway station vehicular traffic.

Cadent Gas: No comments received.

Natural England: The application site is located within 4.1km of Ribble and Alt Estuaries Special Planning Area and Ramsar and the Ribble Estuary Site of Specific Scientific Interest. It is also within 4.2km of Newton Marsh Site of Specific Scientific Interest. Natural England confirm that they concur with the conclusions of the shadow habitats regulations assessment provided by the applicant. This demonstrates that proposals will not result in likely significant effects on the integrity of any of the sites in question, provided that the mitigation measures are appropriately secured in any planning permission given.

Natural England also advise that the application site could have potential significant impacts of the Newton Marsh Site of Special Scientific Interest. Following the receipt of additional information, they advise that that the proposals would not damage or destroy the interest features for which Newton Marsh Site of Special Scientific Interest has been notified and therefore have no objection.

Network Rail: Network Rail is working closely with Lancashire County Council and wider rail stakeholders on the development of a new station at Cottam. Works to evidence the technical and regulatory requirements of a new station at this location are ongoing.

Public Rights of Way: No comments have been received.

Lead Local Flood Authority: Initially raised concerns regarding the submitted surface water drainage strategy and the proposed total discharge rate as it would fail to contain surface water volume flows within acceptable parameters as it would exceed the calculated greenfield runoff rate for the catchment.

Upon receipt of further information, the Lead Local Flood Authority confirm that the proposals are acceptable subject to conditions relating to the design of the drainage infrastructure, construction drainage and a maintenance and validation report.

United Utilities: United Utilities advise that a pressurised water main and critical sewer cross the site.

The applicant has provided an indicative surface water drainage strategy. As this is a full planning application it is requested that a detailed drainage proposal is submitted. United Utilities will not accept highway drainage, railway drainage and surface water drainage from the proposed development to the public sewer network either directly or indirectly. A number of conditions are recommended to be imposed should a detailed drainage strategy not be provided.

Office for Nuclear Regulation: Confirm that they have no comments to make on the proposals.

Representations – The application has been advertised by press and site notice, and neighbouring residents informed by individual letter. Three letters of objection have



been received together with four letters of support. The letters of objection raise the following issues:

- The station should not be called Cottam Parkway, it is within the parish of Lea and should be called Lea Parkway.
- It is wasteful not to use the former site or physical assets of Lea Road station. Rebuilding this loop line using the additional spare bridge would future proof the Blackpool to Preston route by increasing the line's capacity, allowing express trains to pass stopping trains at this point.
- Significant heritage value and interest could be incorporated by opening up the former entrances, which can be identified through the different style bricks used to stop up the tunnels adjacent to the Lea Road pavement, these could even be used to access the proposed site.
- The submitted plans do not include some emerging needs and are not future proofed: there is no provision for electric bicycle and motorcycle charging; the provision for car charging is also limited (the number of charging bays should be increased); there is no provision for bus charging (Blackpool already have plans for electric buses).
- Have the number of solar panels been maximised?
- Many of the pathways on Lea Lane are very poor, can improvements to the path on Lea Lane be included, especially from the canal to the station along Lea Lane.

The letters of support make the following comments:

- The proposal is a good idea, it would provide better access to Preston and Blackpool and keep the roads clear in town.
- The development looks well planned and will be a valuable resource to the community.
- The M6 is already working at capacity during peak periods so enabling an alternative travel method to cars is essential, both logistically and from an environmental standpoint.
- This should ease local and regional traffic congestion, enabling car-free commuting and access to regional cities and airports.

Advice

This application is for a new railway station to be located on a 14.5 hectares site located to the east of Lea Road, Preston. The station building would be approximately 1km south west of the centre of Cottam. The proposed development comprises of the following elements:

The planning application has been submitted by the County Council under regulation 3 of the Town and Country Planning General Regulations 1992.

The proposed development is subject to environmental impact assessment and therefore, the application is accompanied by an Environmental Statement and Non-Technical Summary.

The main issues to consider in determining this application are considered to be the principle of the development, impacts on ecology, impact on highway safety, impacts



on local amenity, design and appearance of the development and impacts on flood risk and drainage.

Principle of the development

The National Planning Policy Framework sets out Central Government planning policies and how these should be applied. Underpinning the whole Framework lies the goal of achieving sustainable development. Achieving sustainable development means that the planning system has three overarching objectives: an economic objective, a social objective and an environmental objective. At the heart of the Framework is a presumption in favour of sustainable development.

The Framework states in paragraph 104 that transport issues should be considered from the earliest stages of plan making, so that a number of objectives can be achieved, including realising opportunities from existing and proposed transport infrastructure and changing transport technology and usage and that the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account. Paragraph 106 goes on to state that planning policies should provide for any large-scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy.

In assessing proposals for development, the Framework advises that it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

Applications for development should seek to achieve the following: give priority for pedestrian and cycle movements; address needs of people with disabilities and reduced mobility; create places that are safe, secure and attractive; allow access by emergency vehicles; and enable charging of plug-in vehicles.

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. In considering the issues that arise from the proposed development, it is necessary to take into consideration the relevant policies of the Development Plan and the planning history of the site and all other material planning considerations. Government policy including the National Planning Policy Framework (NPPF) is a material consideration that should be given appropriate weight in the decision-making process.

The Development Plan for the site is comprised of the Central Lancashire Core Strategy (adopted 2012) and the Preston Local Plan 2012-2026 (adopted 2015).



The Central Lancashire Authorities have also recently published a draft replacement local plan covering the whole central Lancashire area. However, this plan has not yet reached a stage where any significant weight can be attached.

Policy 1 of the Central Lancashire Core Strategy states that development should be focussed on well-located brownfield sites and the strategic locations of Central Preston, the key Service Centres of Chorley and Leyland and other Local Service Centres with some greenfield development required on the fringes of the main urban areas in particular for the Preston/South Ribble urban area. Policy 1 states that greenfield growth and investment will be permitted within the Cottam Strategic Site and the North West Preston Strategic Location.

Policy 3 of the Core Strategy sets out a series of measures to best approach planning for travel, which include reducing the need to travel, improving pedestrian facilities, improving cycle facilities and improving public transport. It specifically includes provision of a new railway station at Cottam (at criterion (d)) as a means of improving public transport. The principle of a new railway station in this general location is therefore clearly supported by Policy 3.

To deliver the level of growth envisaged by Policy 1 of the Core Strategy, the Preston Local Plan allocates land in two main areas for further development: Cottam (Policy MD1) and North West Preston (Policy MD2). Together these areas can deliver around 7,000 new homes and associated supporting development.

Within the Preston Local Plan, the site is within an open countryside area. Policy EN1 of the local plan states that development in the open countryside will be limited to:

- Development permissible under Policies HS4 (Rural Exception Affordable Housing) and HS5 (Rural Workers' Dwellings in the Open Countryside);
- Development needed for purposes of agriculture and forestry, or other uses appropriate to a rural area;
- The re-use of re-habitation of existing buildings;
- Infilling within groups of buildings in smaller rural settlements;
- The railway station proposal on this site therefore conflicts with policy EN1.

Neither the Preston Local Plan, or the Supplementary Planning Document 'Doc 02: North West Preston Masterplan (March 2017), allocate a site for a proposed railway station at Cottam. However, Policy IN1 of the Local Plan safeguards land for the route of the Preston Western Distributor Road. The supporting text of that policy states that the western distributor road will enable provision of a new railway station in the Cottam area to serve new development and act as a park and ride station. The application site, whilst located in a countryside area and outside of the allocated Cottam and North West Preston development areas, is the closest location on the existing railway network to the areas of growth in this area of Preston.

Furthermore, in paragraph 3.34 of the Local Plan it specifically notes the reference in the Core Strategy to a new railway station at Cottam. It states that a site was earmarked in the previous local plan (2004) and that The Highways and Transport



Master Plan now proposes a new ‘parkway’ rail station in the Cottam area, similar in concept to Buckshaw Parkway, to serve the North West Preston strategic housing location, accessed from the Western Distributor Road to provide rail-based Park and Ride opportunities to Preston, Manchester, Liverpool and Blackpool. An option for the location of the proposed station is at the intersection of the Preston – Blackpool railway line and the proposed Preston Western Distributor Road. The provision of a new parkway station for rail-based park and ride on the Blackpool-Preston line is also referenced in North West Preston Masterplan Supplementary Planning Document.

It is therefore clear that whilst there may be no specifically allocated site for a new railway station within the adopted development plans for the area, it has clearly been envisaged for some time that improved public transport provision is desirable and would benefit both the existing residents and future residents of this major area of growth on the western and northern sides of Preston.

The applicant has stated that the benefits of the proposals would be:

- Better rail access to support the delivery of new homes in North West Preston and provide rail service to a catchment area of around 12,000 homes in Cottam, Ingol and Lea.
- The railway station would encourage a shift in journeys from road to rail. This would help to reduce traffic at key congestion hotspots on Preston’s road network.
- There would be improved access via the Preston Western Distributor Road (scheduled to open in 2023) to existing and new employment opportunities at the Enterprise Zone at Warton.
- The railway station would provide more options for people to travel in and around the city and beyond.

There are also a number of non-planning policies, key strategies and agreements that are considered to provide important context to the proposals:

- The Preston City Transport Plan (adopted in 2019)
- The Central Lancashire Highways and Transport Masterplan (approved in 2013)
- The Transforming Cities Fund
- The Preston South Ribble and Lancashire City Deal (agreed 2013)

All of these strategies and schemes are considered to demonstrate a long-term commitment to the delivery of improved public transport and transport infrastructure within the area and support the delivery of a new railway station at Cottam.

It is therefore considered that although the proposed development would conflict with Policy 1 of the Core Strategy and EN1 of the Local Plan, it would accord with the general aims and thrust of the National Planning Policy Framework, Policy 3 of the Core Strategy, policies IN1, MD1 and MD2 of the Local Plan and the North West Preston Masterplan and the Central Lancashire Highways and Transport Masterplan.

As set out above Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. It is considered that there are



significant material considerations in respect of the economic, social and environmental benefits of the proposals that would outweigh the conflict with Core Strategy Policy 1 and Local Plan policy EN1. The proposal would give rise to economic benefits, by supporting economic growth and providing infrastructure to areas of new growth in addition to the benefits derived from the construction of the development itself. The social benefits would include improved transport connections and access to services. There would also be environmental benefits in the form of increased public transport and reduction in congestion elsewhere.

On balance, taking into account all of the above considerations it is considered in principle the development complies with the policies of the National Planning Policy Framework and the development plan.

Ecology

The application is accompanied by a number of supporting documents to address ecological matters:

- Extended phase I habitat survey
- Hedgerow survey report
- Aquatics survey report
- Common Toad assessment
- Great Crested Newt Survey
- Breeding Birds Survey
- Wintering Birds Survey
- Barn Owl Survey
- Preliminary Bat Roost Assessment
- Bat Activity Survey
- Water Vole and Otter Survey
- Badger Survey
- Priority Species Report
- Habitats Regulations Screening Assessment
- Biodiversity Net gain report
- Arboricultural report

The application site is located within 4.1km of the Ribble and Alt Estuaries Special Protected Area (SPA), Ribble and Alt Estuaries Ramsar and Ribble Estuary Site of Specific Scientific Interest (SSSI). It is also within 4.2km of Newton Marsh Site of Specific Scientific Interest (SSSI).

Special Protection Areas (SPAs) are classified for rare and vulnerable birds. Many of these sites are designated for mobile species that may also rely on areas outside of the site boundary. These supporting habitats (also referred to as functionally linked land/habitat) may be used by Special Protection Area (SPA) populations or some individuals of the population for some or all of the time. These supporting habitats can play an essential role in maintaining Special Protection Areas (SPA) species populations, and proposals affecting them may therefore have the potential to affect the European site.

Natural England therefore advised that a Habitats Regulations Assessment was required in order to assess the potential impacts on the nearby designated sites from



the proposal. The applicant subsequently submitted a shadow Habitats Regulations Assessment. This concluded that the proposed development would not have significant adverse impacts on designated sites. Natural England have concurred with the assessment conclusions and also advised that the proposals would not damage or destroy the interest features for which Newton Marsh Site of Special Scientific Interest has been notified and has no objection in this regard.

The National Planning Policy Framework seeks to ensure that planning decisions contribute to and enhance the natural and local environment through a number of actions. These include: protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils, recognising the intrinsic character and beauty of the countryside, minimising impacts on and providing net gains for biodiversity and preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability.

Policy 22 of the Central Lancashire Core Strategy states that the biological and geological assets of the area will be conserved, enhanced and protected. This will include promotion of the conservation and enhancement of biological diversity, with particular regard to priority habitats and species populations.

Policy EN10 of the Preston Local Plan states that biodiversity and ecological networks in Preston will be protected, conserve, restored and enhanced. This will be achieved through:

- the protection and safeguarding of all designated sites;
- protecting safeguarding and enhancing habitats for European, nationally and locally important species;
- protecting existing habitat and features of the site and surrounding area;

Additionally, development proposals should produce a net gain in biodiversity where possible; the provision of opportunities for habitats and species to adapt to climate change; habitat restoration and enhancement; proposals should be accompanied by appropriate surveys and appropriate and proportionate mitigation measures and/or compensatory habitat creation and/or restoration.

As the application site is presently undeveloped there will inevitably some loss of habitat to facilitate the proposed development. The arboricultural report submitted with the application indicates that there would be a total loss of 25 individual trees, five groups of trees to be completely removed and six partially removed. None of the trees or groups of trees to be removed would be of high quality (category A as defined in BS 5837:2012). The majority of these trees/groups of trees would be immediately adjacent to the existing railway line where the new platforms would be constructed. Six of the surveyed hedgerows would be completely removed and four partially removed (with a total length of approximately 830m). The report states that the proposals would therefore result in either the total, or partial removal of approximately 28% of all features surveyed. An additional 20% of features are identified as encroached upon but with retention potential and a remaining 52% of features surveyed are considered not impacted.



The Lancaster Canal runs through the north of the site in an east/west direction and would be impacted upon by the new access road which would cross the canal via a new bridge. The canal is a designated Biological Heritage Site. It is also designated as a wildlife corridor under policy EN10 of the Preston Local Plan. It is acknowledged that the proposals would result in the unavoidable loss of marginal vegetation within Lancaster Canal. However, the Canals and Rivers Trust support the proposed sheet piling under the proposed bridge. Compensatory planting is proposed, including a new pond in the immediate vicinity of the affected canal bank. Additional tree/woodland planting in the vicinity of the canal bridge could adversely affect the integrity of the structure in the long-term and has therefore purposely been excluded. The applicant also draws attention to the overall increase in biodiversity net gain for the scheme.

Atkins Global Ltd have provided ecological advice on this proposal. Atkins advised initially that further information was required as regards impacts on brown hare, aquatic communities (including fish) and Great Crested Newt and also requested additional information on the details of the biodiversity net gain proposals and habitat mitigation. The applicant subsequently provided greater detail on all of the aforementioned matters which Atkins have advised is satisfactory and no longer raise any concerns with the submitted proposals, subject to the imposition of planning conditions to secure pre-construction survey updates, submission of a construction environmental management plan, species mitigation measures, a landscape and ecology management plan and ecological monitoring requirements.

Subject to the conditions referred to above, the ecological impacts of the proposal are considered acceptable in terms of Policy 22 of the Central Lancashire Core Strategy and Policy EN10 of the Preston Local Plan.

Highway Safety and access issues

Vehicular access is proposed from Cottam Link Road and Lea Road by means of a new access road. However, the Lea Road access would only be for buses and non-motorised transport modes. The Cottam Link Road access provides a means to access the Preston Western Distributor and other roads through the main north west Preston development area and would avoid the main station access being achieved by any existing residential streets. A new 'T-junction' on Sidgreaves Lane (to the east of Railway Cottages) would link to the proposed access road. The existing Sidgreaves Lane would be retained to provide a segregated footway and cycle route.

On Lea Road, a signalised cycle crossing facility is proposed to allow cyclists and pedestrians to access and egress from Lea Road onto the station access in a 'safe and controlled manner'. Hence the pedestrian entrances to the new station would be located via Sidgreaves Lane to the north-west of the site, and on Lea Road to the east.

The National Planning Policy Framework in paragraphs 104 and 110 requires that opportunities to promote walking, cycling and public transport should be identified and provided. The Preston Local Plan Policy ST2 also seeks to ensure that all new development provides for safe and convenient access, by a variety of means of transport.



Lancashire County Council Highways raised concerns that as the majority of the catchment area for walking and cycling trips to the site would be to the east of Lea Road, the improvements to the site access from Lea Road would not be sufficient to ensure safe access to the site. This is because the pedestrian and cyclist infrastructure on Lea Road at present is poor, and of particular concern is the narrow pavement. Furthermore, should the adjacent proposed residential development be granted consent the need for improvements to Lea Road would be even greater.

Following further discussions between the applicant and the Highways Authority, it has been agreed that these concerns could be satisfactorily overcome through the imposition of a condition requiring the submission of a scheme to provide traffic calming on Lea Road which would provide greater space to implement pedestrian and cycling improvements along Lea Road.

The comments from Preston City Council raise concerns regarding disabled access to the station. A lift is included within the design of the proposed footbridge and ramped access is provided to the station building.

The Canal and Rivers Trust have requested a financial contribution towards upgrading of the canal towpath. However, a dedicated cycle way to the site would be provided from Lea Road and it is not anticipated that the use of the canal towpath would increase due to the development. Upgrading of the towpath is therefore not necessary to make the development acceptable and such a requirement would not meet with the relevant statutory tests for such contributions.

Local Amenity Impacts

The only existing properties located close to the proposed station site are located at Railway Cottages. These are located approximately 200 metres west of the proposed station site off Sidgreaves Lane. At present these properties enjoy a relatively rural situation with the adjacent railway line being the main source of intrusion. The location of the station building would preserve an acceptable degree of separation to the houses and the elevation of Sidgreaves Road as it crosses the railway, and the orientation of the properties would reduce visual impacts to acceptable levels. It is likely that the main impacts on these properties would result from the construction of the main access road and tie in to the existing Sidgreaves Lane which would result in some removal of vegetation and change to the outlook from these properties. However, these impacts would be temporary until such time as new landscaping becomes established.

There are also a number of properties accessed off Lea Road to the east, the closest being 1-4 The Shires and Ashfield Lodge which are located approximately 200m east of the proposed station building.

The area immediately north of the proposed railway station is the subject of a current planning application for residential development. The layout plan for that development includes a buffer landscape strip between the houses and the station which would ensure that amenity impacts to these dwellings, if permitted, would be acceptable.



Paragraph 185 of the National Planning Policy Framework requires that planning decisions should ensure that new development is appropriate for its location taking account the likely effects (including cumulative effects) of pollution on health and living conditions. Policy 17 of the Central Lancashire Core Strategy seeks to ensure that the design of new buildings, amongst other matters, is sympathetic to surrounding land uses and occupiers and avoids demonstrable harm to the amenities of the local area.

With appropriate levels of landscaping, it is considered that the impacts on amenity of these properties can be reduced to acceptable levels and are acceptable in terms of Policy 17 of the Core Strategy. No representations have been received from any of the properties in this location.

Landscape impacts

At present the site is generally open, with a gently undulating topography that is interspersed with hedgerows and small clusters of trees, predominantly along field boundaries, in particular adjacent to the railway line. Prominent features in the existing landscape include the Lancaster Canal and railway line. The application site presently has a semi-rural feel; however, the site is located adjacent to the urban fringe with a number of residential developments currently under construction and the recently completed Preston Western Distributor nearby. There is also a current planning application for a large-scale residential development immediately to the north of the proposal railway station which if approved and implemented, would significantly affect the landscape character of the area.

The applicant has submitted a variety of information to assess and illustrate the landscape and visual impacts of the proposals including a full landscape and visual impact assessment, a design and access statement and drawings showing the elevations of the proposed railway station buildings, proposed footbridge, new access and canal crossing and car parking areas and an environmental masterplan showing the proposed landscaping of the development.

Paragraph 130 of the National Planning Policy Framework (NPPF) requires that development should function well and add to the overall quality of the area, be visually attractive as a result of good architecture, layout and effective landscaping, should be sympathetic to local character and history including the landscape setting. Paragraph 131 concerns trees and draws attention to the contribution of trees to the character and quality of urban environments and requires that existing trees be retained whenever possible.

Policy 21 of the Central Lancashire Core Strategy concerns landscape character areas and requires that new development shall be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features. Policies E2 (Protection and Enhancement of Green Infrastructure) and EN3 (Future Provision of Green Infrastructure) of the Preston Local Plan are also considered to be of relevance to landscape impacts.



Lancashire County Council's Landscape Officer has reviewed the information submitted in support of the application and raised a number of concerns with regard to the methodology of the assessment, in particular with regard to the rationale for the viewpoints chosen and photomontages produced, and the weight attached to existing landscape tranquillity. The officer considers that Railway Cottages and the public right of way should feature in greater detail in the assessment.

A number of recommendations on the proposed masterplan/landscaping mitigation were also made, in particular whether the landscaping to be provided on the northern boundary could be enhanced, whether an additional public right of way to the south of the site (between Sidgreaves Lane and Lea Road (south of the railway)) could be provided and if additional tree planting within the car park could be provided.

The applicant has responded to these comments by revising the environmental masterplan to include native individual trees to the proposed hedgerow along the northern boundary and increasing the number of individual trees to the native shrub mix. However, it is noted that the location of the landscaping along this boundary must consider the indicative layout of the proposed residential development beyond and the aspiration to include a future pedestrian access from this development. The location of the boundary fencing creates a very narrow strip of land available for landscaping thereby limiting the opportunities to create additional landscaping. As part of the proposals the existing public right of way is being diverted north of the existing and will result in users walking north along Sidgreaves Lane and along the proposed footpath which runs adjacent to the station car park. The applicant considers that this diversion is an acceptable public right of way provision and no further provision is necessary. Due to car park layout, capacity, maintenance and location of underground services it has been determined that the planting of additional trees in the car parking area is not feasible.

As regards the comments on the methodology used, the applicant comments that the photo montage viewpoints and methodology used for the landscape and visual impact assessment were agreed with Lancashire County Council Landscape Officers at the pre-application stage.

Notwithstanding the comments of the Landscape Officer regarding the methodology of the assessment, they have noted that the character of the wider area is changing generally due to other developments in the area and that it is a landscape in transition. It is acknowledged that there would be irreversible changes to the Landscape and Visual Character of the area as a result of the proposals, however they do not object to the proposals subject to the aforementioned issues being addressed. It is recommended that conditions are imposed requiring a 10-year establishment/maintenance period, followed by a 20-year Landscape and Environmental Management Plan.

It is considered that the landscape and visual impacts of the proposal would be significant, mainly due to the introduction of built development in a presently undeveloped site. The proposal would give rise to permanent changes in the local landscape. The landscape and visual assessment submitted with the application finds that there would be moderate adverse significant effects during construction and year one, reducing to slight adverse significant effects at year 15. Some of these impacts would be mitigated by the proposed landscape planting, and endeavours



have been made to retain as much existing vegetation as possible. It is necessary to weigh these negative impacts in the overall planning balance, against the particular benefits that this proposal would offer.

Design and appearance

Paragraph 130 of the National Planning Policy Framework (NPPF) requires that developments should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping, be sympathetic to local character and landscape setting.

Policy 17 of the Central Lancashire Core Strategy requires that the design of new buildings will be expected to take account of the character and appearance of the local area including siting, layout, scale, materials and landscaping, being sympathetic to surrounding land uses and occupiers and avoiding demonstrable harm to local amenity, providing appropriate landscaping and promoting designs that will be adaptable to climate change including sustainable drainage. Policy EN9 of the Preston Local Plan reiterates the need to accord with these policies and that new developments should make a positive contribution to the character and local distinctiveness of the area through high quality new design.

The proposed development would comprise of a number of different elements: a new access road, extensive car parking, a new station building and a footbridge over the railway and two station platforms together with associated landscaping. The proposed station building would be single storey, with a dual pitched roof. The footprint of the building would be approximately 27m by 7.8m, with a substantial roof overhang increasing the area covered to 39m by 12.5m. The eaves height would be 2.7m and the ridge height would be 5.4m as measured from the finished floor level of the building/platforms. The ground level of the car park and access areas to the north would be lower than that of the station and the building would appear in a slightly elevated position. It is considered that the proposed station footbridge would form a particularly visually prominent feature within the site, having a total height of approximately 11m.

The design of the proposed station building, and platforms is to a large extent necessarily dictated by the functional requirements of the building and specific standards and requirements of Network Rail. In the design and access statement submitted by the applicant they state that where there is scope for flexibility, the railway station building has been designed with visual sensitivity in mind. The West Lancashire and Fylde Coastal Plains are low lying fertile agricultural land, and typically have pitched roof agricultural buildings, historically constructed from red brick and also with timber boarding. A similar pallet of materials has been selected for the railway station building, with the predominant elevation material being red brick, with dark stained timber boarding at higher level (at eaves height and above), protected from the weather by generous overhanging eaves. The ramps and retaining walls of the railway station terrace are also a prominent visual feature and are proposed to be of the same-coloured red brick.

Native tree, hedge and shrub planting is proposed along all of the boundaries of the site, where existing vegetation cannot be retained. A wildlife enhancement area (including a pond) is proposed adjacent to the junction of the site entrance on Lea



Road. Subject to conditions relating to building materials, the design is therefore considered acceptable in relation to Policy 17 of the Central Lancashire Core Strategy.

Flood risk and drainage

The application is accompanied by a flood risk assessment, Water Environment Regulations Compliance Assessment and surface water drainage strategy. The site is located within flood zone 1 and is not at high risk from flooding.

A number of waterways are located within and adjacent to the site which have been assessed and considered when assessing the flood resilience of the site and also any potential impacts on the water environment. These are the Lancaster Canal, Savick Brook (Catchment), Lady Head Runnel and a number of other ordinary unnamed water courses.

Paragraph 160 of the National Planning Policy Framework (NPPF) requires that major development should incorporate sustainable drainage systems unless there is clear evidence that they would be unsuitable. Then policy requires that advice should be taken from the flood authority, have appropriate minimum operating standards, have maintenance regimes in place for the lifetime of the development and where possible have multi-functional benefits.

Policy 29 of the Central Lancashire Core Strategy concerns water management and aims to improve water quality and reduce risk of flooding by minimising use of potable water in new developments, appraising, managing and reducing flood risk in new development and encouraging the adoption of sustainable drainage systems.

The Lead Local Flood Authority initially objected to the proposals due to concerns regarding the submitted surface water drainage strategy, in particular concerns regarding surface water volume controls. Following the receipt of an updated site-specific flood risk assessment and surface water sustainable drainage strategy their objection was withdrawn. As regards the provision of a detailed drainage strategy, the applicant has stated that they will not have these plans available prior to determination of the application and would be agreeable to this being imposed as a planning condition. It is considered that given the level of detail already provided and comment from the Lead Local Flood Authority, that it would be acceptable to impose a condition regarding the final details of the surface water drainage.

United Utilities have raised concerns regarding the proximity of proposed development to their water and waste water assets. They have also advised that as the application is a full planning application, a detailed drainage proposal should be provided, rather than the indicative one that has been submitted.

In response the applicant has provided plans of the proposed development in relation to the sewer and water connection, and this has been provided to United Utilities. Their comments are still awaited. The applicant has noted that United Utilities currently have proposals to move the position of the sewer, which may happen before commencement of the development. The applicant is presently in discussions with United Utilities contractor regarding this matter. Due to a lack of a mains sewer connection at present, the current proposal is to treat foul water via a



package treatment plant. The Environment Agency state that is acceptable as a temporary solution but that a mains sewer connection should be made as soon as possible. This can be the subject of a planning condition.

Heritage

Paragraph 194 of the National Planning Policy Framework concerns heritage issues and requires that planning authorities should require applicants to describe the significance of any heritage assets affected including any contribution made by their setting. It states that where a site on which development is proposed, includes or has the potential to include heritage assets with archaeological interest, planning authorities should require developers to submit an appropriate desk-based assessment and where necessary a field-based evaluation.

Paragraph 199 states that when considering the impact of proposals on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be applied. This is irrespective of whether any harm is identified as being substantial, total loss or less than substantial harm to its significance.

Policy 16 of the Central Lancashire Core Strategy and policy EN8 of the Preston Local Plan concern development and heritage assets and re-iterate the importance of planning proposals being accompanied by a full assessment of the impact of the proposals on the heritage assets and the need to sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment.

The application site lies in close proximity to a number of listed buildings:

- to the west and south of the Grade II Listed Clock House (List Entry 1165091)
- to the northwest of and south east of the Grade II Listed Canal Bridge Number 19, Darkinson Lane Bridge/Quaker's Bridge (List Entry 1165066)
- to the south west of and south of the Grade II Listed Canal Bridge Number 18, Lea Road (List Entry 10735120)
- to the north of the Grade II Listed Leyland Bridge Farmhouse (List Entry 1073513)

The environmental statement accompanying the application includes a chapter on cultural heritage, the conclusion of which have been informed by a desktop survey and geophysical survey of the site.

The main issue from a heritage viewpoint is whether the proposal would harm the contribution made by the significance of the nearby Grade II listed buildings/structures, which should be regarded as being of high significance.

In detailed heritage comments from Preston City Council, it is noted that the wider area of the proposed railway station was the former site of an earlier railway station that is clearly identified on the First Edition OS Map (c1848) as Lea Road Station. From a historical association perspective, this site is evidently an appropriate location to for a new railway station. The station buildings themselves are considered



to have limited visual connection to the listed buildings nearby. The main impact would be on Canal Bridge No.19/Quaker's Bridge as the new access road bridge would pass over the canal approximately 30 metres west of the listed bridge. The setting of this listed bridge would therefore be affected particularly in east facing views from the west along the canal towpath. In such views, the new bridge would dominate the view of the existing structure. It is advised by Preston City Council that the proposed works, as a whole, would not pass the statutory test 'to preserve' and would cause some low-level harm to the significance of Bridge No.19/Quaker's Bridge and likely negligible harm to Bridge No.18 which is considerably further away.

Paragraph 202 of the Framework states that where a proposal would lead to less than substantial harm to the significance of a designated heritage asset, the local planning authority can consider the likely level of harm against the public benefits of that proposal. Taking into consideration the considerable benefits of the proposals in providing public transport enhancements and the fact that the structure of the bridge itself is not to be altered by the proposals it is considered that the benefits of the proposals outweigh the less than substantial harm to designated heritage assets.

In terms of archaeology, Lancashire County Council's Historic Environment Team have advised that the site will impact a number of areas of archaeological interest:

- The line of the former Roman road from Ribchester to Kirkham.
- A number of Brick Kilns, six of which would be damaged or destroyed by the proposals.

It is advised by the Historic Environment Team that none of the above archaeological sites are thought to be of such significance that they would consider there to be a need for any pre-determination archaeological works, but rather that these could be undertaken as a programme of post-permission, but pre-construction, archaeological work secured by condition.

Other matters

Policy 31 of the Central Lancashire Core Strategy requires that best and most versatile agricultural land is protected to avoid irreversible damage to and achieve the full potential of the soil.

The site is currently Grade 3 agricultural land (good to moderate quality agricultural land). The best and most versatile agricultural land is defined as Grades 1, 2 and 3a and therefore the proposal would be likely to result in the loss of a small area of best and most versatile agricultural land.

Conclusion

The policies of the Central Lancashire Core Strategy and Preston Local Plan provide for a considerable level of growth in the Cottam and North West Preston areas. Some development within these areas has already been implemented but with considerable further levels of housing development and associated supporting uses to be constructed in forthcoming years. The Preston Western Distributor Road has recently been completed to provide an appropriate level of highway infrastructure to serve these developments and to avoid unacceptable levels of traffic congestion



elsewhere on the existing highway network. However, it is also necessary to provide public transport improvements to ensure that current and future residents have a choice of sustainable transport modes including alternatives to the private car. The proposed railway station would provide such a facility and would enable journeys into Preston city centre and further afield. The proposal would therefore meet sustainable travel objectives as set out in the National Planning Policy Framework.

The application site is located in a countryside area and its development would conflict with Policy 1 of the Core Strategy and policy EN1 of the Local Plan. However, the development of a railway station to serve this area is supported by Policy 3 of the Central Lancashire Core Strategy. Given that the development has to be located adjacent to the existing railway line, there is very limited flexibility of location for this development without affecting a countryside area. The application site whilst within a countryside area is the nearest location on the Preston to Blackpool railway to the major areas of housing growth in Preston. On balance the location of the development is therefore considered acceptable in terms of Development Plan policy.

The development would give rise to a number of environmental impacts most particularly to heritage assets. There would also be some more limited impacts on ecology and landscape. However, it is considered that these can mainly be addressed through planning conditions to provide suitable mitigation measures. Any unresolved impacts, most particularly on the setting of the listed bridge and loss of best and most versatile agricultural land, are outweighed by the wider benefits of the proposal in terms of enhanced sustainable transport provision to this area of Preston.

On balance, the proposal is considered to comply with the policies of the Development Plan subject to the planning conditions set out below.

In view of the location and design of the development it is considered that no Convention Rights set out in the Human Rights Act 1998 would be affected.

Recommendation

That planning permission be **granted** subject to the following conditions:

Time Limits

1. The development shall commence not later than 3 years from the date of this permission.

Reason: Imposed pursuant to Section 91 (1)(a) of the Town and Country Planning Act 1990.



Working Programme

2. The development shall be carried out, except where modified by the conditions to this permission, in accordance with the following documents:

a) The Planning Application received by the County Planning Authority on 14 September 2022

b) Submitted Plans and documents:

Drawing ref CLM07 -LCC-DEV-0000-0001 Location Plan

Drawing ref CLM07 -LCC-DEV-0000-0002 Rev A sheets 1-6 - Site Plan 08/12/2022

Drawing ref CLM07 -LCC-DEV-0000-0003 - Temporary working Areas

Drawing ref CLM07 -LCC-DEV-0110 -0000 - Location of long sections

Drawing ref CLM07 -LCC-DEV-0110 -0001 - Long sections

Drawing ref CLM07 -LCC-DEV-0130 - 0000 - Location of cross sections

Drawing ref CLM07 -LCC-DEV-0130 - 0001 - Cross sections

Drawing ref CLM07 -LCC-DEV-01300 - 0001 - Road lighting

Drawing ref CLM07 -LCC-DR-6637 - 0001 - Access Road bridge

Drawing CLM07 -LCC-DR - 0100-2801 - Station building general arrangement

Drawing CLM07 -JAC -DR-0103 - 2000 - Station building cross sections

Drawing CLM07 -JAC -DR-0130 - 2001 - Platform details

Drawing CLM07 -JAC -DR-0130 - 2801 - Station building sections

Drawing CLM07 -JAC -DR-0103 - 2805 - Station building sections

Drawing CLM07 -JAC -DR-2500 - 1000 - Footbridge General Arrangement

Drawing CLM01 -LCC- DEV - 0105 - 1001 - Proposed contour layout 1 dated 17/10/2022

Drawing CLM01 -LCC- DEV - 0105 - 1002 - Proposed contour layout 2 dated 17/10/2022

Drawing CLM01 -LCC- DEV - 0105 - 1003 - Proposed contour layout 3 17/10/2022

Drawing CLM01 -LCC- DEV - 0500 - 0001 Rev B -Drainage details dated 16/11/2022

Drawing CLM07-LCC-DR-4000-1001 Rev W.01 Key Plan 01 (infrastructure) dated 02/06/2023

Drawing CLM07-LCC-DR-4000-1002 Rev W.01 Key Plan 02 (infrastructure) dated 02/06/2023

Drawing CLM07-LCC-DR-4000-1003 Rev W.01 Key Plan 03 (infrastructure) dated 02/06/2023

Drawing B2327FEF-JAC-ELS-00-DR-ENV-0010 P05 Environmental Masterplan Sheet 1 of 2 dated 02/06/2023

Drawing B2327FEF-JAC-ELS-00-DR-ENV-0010 P04 Environmental Masterplan Sheet 2 of 2 dated 02/06/2023

Drawing B2327FEF-JAC-ELS-00-DR-ENV-0013 Environmental Masterplan Cross Sections C-C` D-D` Proposed Landscape After 5 years dated 02/06/2023



Drawing B2327FEF-JAC-ELS-00-DR-ENV-0015 Environmental Masterplan Cross Sections C-C` D-D` Proposed Landscape After 15 years dated 02/06/2023

Drawing B2327FEF-JAC-ELS-00-DR-ENV-0017 Environmental Masterplan Cross Sections C-C` D-D` Proposed Landscape Year 1 dated 02/06/2023

Drawing CLM07-LCC-DR-0100-1003 General Arrangement Key Plan 03 - Lea Road Junction dated 02/06/2023

Drawing CLM07-LCC-DR-0100-1001 1:500 CLM07 rev. W.02 Revised Highway Adoption plans 01 dated 26/07/2023

Drawing CLM07-LCC-DR-0100-1002 1:500 CLM07 rev. W.02 Revised Highway Adoption plans 02 dated 26/07/2023

Drawing CLM07-LCC-DR-0100-1003 1:500 CLM07 rev W.02 Revised Highway Adoption plans 03 dated 26/07/2023

- c) All schemes and programmes approved in accordance with this permission.

Reason: For the avoidance of doubt, to enable the County Planning Authority to adequately control the development and to minimise the impact of the development on the amenities of the local area, and to conform with policies 16,17,18,22,27 and 29 of the Central Lancashire Core Strategy and policies ST1, ST2, EN8,EN9, EN10 and EN11 of the Preston City Local Plan.

Construction Works

3. No development shall take place until a construction works management plan has been submitted to and approved in writing by the County Planning Authority. The construction works management plan shall contain details of the following:
- a) hours of construction works
 - b) the measures to be employed during construction operations to ensure that no mud or other debris is deposited on the public highway by heavy goods vehicles (HGVs) leaving the site
 - c) details of how surface water arising on the site will be managed during construction operations
 - d) details for the construction of a site compound area including location and design, means of construction and restoration
 - e) details for the parking of construction worker vehicles
 - f) details for the location and design of temporary construction access into the site

The measures contained in the approved construction works management plan shall be complied with at all times during the duration of construction works.

Any site compound area shall be restored in accordance with the approved details within one year of the railway station being brought into use.



Reason: In the interests of highway safety and to conform with policy 3 of the Central Lancashire Core Strategy and policy ST2 of the Preston City Local Plan.

4. No development related to the new canal bridge crossing shall take place until a Risk Assessment and Method Statement (RAMS) outlining the construction of foundations of the bridge, bridge installation, sheet piling, and associated construction works in proximity to the Lancaster Canal have first been submitted to and approved in writing by the Local Planning Authority. The details shall include:
- a) the design, depth and means of construction of the foundation of the new bridge, together with any other proposed earth moving and excavation works required in connection with the development
 - b) details of the sheet piling and method of installation and monitoring of vibration limits
 - c) details of measures to limit loading from any land level changes upon the canal bank
 - d) details of the measures that will be taken to protect the canal and limit any vibrations that could impact the stability to the canal structure during construction
 - e) detail of the location of stockpiles and construction equipment on site
 - f) details of the location and design of any protective fencing to be erected to safeguard the waterway infrastructure and users during construction.

The development shall thereafter be carried out in strict accordance with the approved Risk Assessment and Method Statement.

Reason: In the interests of safeguarding land stability of land adjacent to the canal in accordance with the aims of paragraphs 174 and 183 (a) of the National Planning Policy Framework.

5. No development related to the new canal bridge crossing shall take place until a Construction Environment Management Plan for the Lancaster Canal has first been submitted to and approved in writing by the Local Planning Authority. The details shall include:
- a) a plan showing the areas of storage of plant/fuel, chemicals and materials used in constructing the road bridge, access road, earthworks and associated works
 - b) the steps to be taken to prevent the discharge of silt laden run off, construction site drainage, materials or dust or any accidental spillages entering the canal
 - c) details of the environmental pollution incident emergency response
 - d) the measures and details of alternative access routes to ensure large plant, machinery and abnormal loads are routed to avoid crossing Quaker bridge No.19 and Lea Malt Kiln Bridge No.18
 - e) details specifying how the waterway corridor and its users would be protected during the works and include details of protective



fencing/netting to be erected to safeguard the waterway infrastructure during site clearance/construction works.

The provisions of the approved Construction Environment Management Plan shall be implemented at all times during the construction of the new canal bridge.

Reason: in the interests of safeguarding the canal in accordance with paragraphs 174 and 183 (a) of the National Planning Policy Framework.

6. No construction of the station building, station platforms, footbridge and associated car parking shall commence until a scheme describing the foul water management systems to be installed at the site have been submitted to and approved in writing by the County Planning Authority. The scheme shall include details of the following:
 - a) the location, design and treatment capacity of the package treatment plant to be installed.
 - b) Details of the pumping facilities required to pump foul water effluent to the sustainable drainage lagoon and pump required to transfer surface water flows into a receiving watercourse including measures to be employed in the event of pump failure.
 - c) details of the location of the outfall from the package treatment plant into an existing surface watercourse

The foul water treatment facilities contained in the approved scheme shall be installed prior to the bringing into use of the railway station building and thereafter maintained in full operational order in accordance with manufacturers specification.

Reason: To ensure that the development is served by satisfactory arrangements for the disposal of foul water and in accordance with the National Planning Policy Framework paragraph 188 and Policy 29 of the Central Lancashire Core Strategy.

7. On the first anniversary of the bringing into use of the railway station and at annual intervals thereafter, a review of foul drainage facilities shall be submitted to the County Planning Authority for approval in writing. The review shall consider the options for linking the development into the public sewer network and should contain proposals including a timescale for linking the development into the sewer network within one year of any residential unit within planning application 6/2022/1101 or subsequent application on that site being occupied.

If no public sewer connection is made within five years of the bringing into use of the railway station, a feasibility study shall be submitted for the approval in writing of the County Planning Authority investigating the options for a direct connection into the public sewer. If the feasibility study concludes that a direct connection is possible, the study shall provide details of the route of the pipeline and a timescale for the implementation of the works.



Upon the site being linked into the public sewer, any temporary drainage facilities including package treatment plant shall be removed from the site.

Reason: To ensure that the development is served by satisfactory arrangements for the disposal of foul water and in accordance with the National Planning Policy Framework paragraph 188 and Policy 29 of the Central Lancashire Core Strategy.

8. No development except for site clearance works shall commence until a detailed surface and foul water sustainable drainage strategy for the site has been submitted to and approved in writing by the County Planning Authority. The drainage strategy shall be based upon the information contained within the site-specific flood risk assessment P3000932-LCCC-BDP-XX-XX-RP-C-1000 revision PO4 and surface water drainage strategy P3000932-LCCC-BDP-XX-XX-RP-C-1001 revision PO4 and shall include details of the following:
 - a) Sustainable drainage calculations for peak flow and volume control for the:
 - i) 100% (1 in 1 year) annual exceedance probability event
 - ii) 3.3% (1 in 30 year) annual allowance probability event + 40%climate change allowance with an allowance for urban creep
 - iii) 1% (1 in 100 year) annual allowance probability event + 45%climate change allowance with an allowance for urban creep
 - b) Evidence that a free-flowing outfall can be achieved. If this is not possible, evidence of a surcharged outfall applied to the sustainable drainage calculations will be required.

The measures contained in the approved sustainable drainage strategy shall be fully implemented prior to the development being brought into use.

Reason: To ensure satisfactory sustainable drainage facilities are provided to serve the site in accordance with the Paragraphs 167 and 169 of the National Planning Policy Framework, Planning Practice Guidance and Defra Technical Standards for Sustainable Drainage Systems and to conform with Policy 29 of the Central Lancashire Core Strategy.

9. The development shall not be brought into use until an operation and maintenance manual for the drainage systems installed on the site has been submitted to and approved in writing by the County Planning Authority. The manual shall include details of:
 - a) details for the maintenance, operational and access requirements for all sustainable drainage system (SUDs) components and connecting drainage structures including all water courses and their ownership
 - b) a proforma to allow the recording of inspections and maintenance activities as well as allowing faults to be recorded and the actions taken to rectify such faults



- c) the arrangements for adoption by any public body or statutory undertaker to secure the functioning of the sustainable drainage system in full operational order.

A copy of the approved manual shall be retained at the site thereafter.

Reason: In the interests of sustainable drainage and to conform with Policy 29 of the Central Lancashire Core Strategy.

10. The development shall not be brought into use until a verification report pertaining to the sustainable drainage systems installed at the site has been submitted to and approved in writing by the County Planning Authority. The verification report must demonstrate that the sustainable drainage system has been constructed in accordance with the strategy approved under the requirements of condition 9 above. The report shall contain information and evidence, including photographs of details and locations of critical drainage infrastructure (including inlets, outlets and control structures) and full as - built drawings.

Reason: To ensure that the sustainable drainage infrastructure is installed according to the approved strategy and to conform with Policy 29 of the Central Lancashire Core Strategy.

Highways

11. Prior to the railway station being brought into use, the access road and junction with Lea Lane shall be constructed and laid out as shown on drawing CLM07-LCC-DR-0100-1003 rev. W.01 General Arrangement Key Plan 03 - Lea Road Junction

Reason: In the interests of highway safety and to conform with Policy 3 of the Central Lancashire Core Strategy and Policy ST2 of the Preston City Local Plan.

12. Prior to the development being brought into use, pedestrian and cycleway improvements shall be carried out on Lea Road in accordance with a scheme to be first submitted to and approved in writing by the County Planning Authority. The scheme shall provide for the following:
 - a) details of footway widening along Lea Road including lengths of pavement to be widened, dimensions of widened sections of route and surfacing/re surfacing
 - b) details of demarcation of pedestrian and cycle facilities
 - c) signage of route
 - d) demonstration that the cycle access to the railway station meets the standards in LTN.120

Reason: In the interests of sustainable travel and to conform with Policy 3 of the Central Lancashire Core Strategy and Policy ST2 of the Preston Local Plan.



13. The railway station shall not be brought into use until the car parking areas, taxi and bus facilities have been surfaced and marked out on the surface of the site in accordance with the layout shown on drawing drawings CLM07-LCC-DR-0100-1001, CLM07-LCC-DR-0100-1002 and CLM07-LCC-DR-0100-1003

Reason: In the interests of highway safety and public transport provision and to conform with Policy 3 of the Central Lancashire Core Strategy and policy ST2 of the Preston Local Plan.

14. The development shall not be brought into use until cycle parking has been provided in accordance with a scheme to be first submitted to and approved in writing by the County Planning Authority. The scheme shall include details for the location and number of cycle parking spaces to be provided, design and security provisions.

Reason: In the interests of sustainable transport provision and in the interests of highway safety provision and to conform with Policy 3 of the Central Lancashire Core Strategy and policy ST2 of the Preston Local Plan.

15. The development shall not be brought into use until electric vehicle charging points have been installed in accordance with details to be first submitted to and approved in writing by the County Planning Authority. The details shall contain information on the location, number and type of charging points to be provided.

Reason: In the interests of sustainable travel and to conform with Policy 3 of the Central Lancashire Core Strategy and policy ST2 of the Preston Local Plan.

Archaeology

16. No development shall take place until a written scheme of archaeological investigation has been submitted to and approved in writing by the County Planning Authority.

Reason: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the site and in accordance with Policy 16 of the Central Lancashire Core Strategy and Policy EN8 of the Preston Local Plan.

Building materials

17. No development shall take place until details of the building materials to be used for the external elevations and the roof of the railway station building have been submitted to the County Planning Authority and approved in writing. Thereafter, only those materials approved by the County Planning Authority shall be used.



Reason: To protect the visual amenities of the area and to conform with policy 17 of the Central Lancashire Core Strategy and policy EN9 of the Preston Local Plan.

Landscaping

18. No trees or hedgerows other than those identified for removal on drawings B2327FEF-JAC-ELS-00-DR-ENV-0010 P05 Sheet 1 and B2327FEF-JAC-ELS-00-DR-ENV-0011 P04 sheet 2 (received 02/06/2023) shall be removed during the construction of the development. All other trees and hedgerows shall be protected for the whole duration of construction works.

Reason: In the interests of visual amenity and ecology and to conform with Policies 17, 18 and 22 of the Central Lancashire Core Strategy and Policies EN2 and EN9 of the Preston Local Plan.

19. All landscaping works shown on drawings B2327FEF-JAC-ELS-00-DR-ENV-0010 P05 Sheet 1 and B2327FEF-JAC-ELS-00-DR-ENV-0011 P04 sheet 2 (received 02/06/2023) shall be implemented within the first planting season, as defined in this permission, following the completion of the development and shall thereafter be maintained for a period of ten years including replacement of dead and dying species, weed control and maintenance of protection measures.

Reason: In the interests of visual and local amenity and the local environment and to conform with Policies 17, 18 and 22 of the Central Lancashire Core Strategy and Policies EN2 and EN9 of the Preston Local Plan.

20. The temporary compound area shown on drawing B2327FEF-JAC-ELS-00-DR-ENV-0011 P04 sheet 2 shall be restored within one year of the completion of the development in accordance with a scheme to be first submitted to and approved in writing by the County Planning Authority. The scheme shall include details of the following:

- a) the soil materials to be used for restoration purposes
- b) details of cultivation and other soil treatment works to provide a surface suitable for seeding
- c) details of seed mixes to be applied included species and rates of application and seeding methods / timing
- d) details of tree and shrub planting including sizes, types and numbers of species, planting techniques and protection measures

The planting and other landscaping works shall be maintained for a period of ten years following their implementation including replacement of tree and shrub failures, weed control, maintenance of protection measures and other works necessary to secure establishment of species rich grassland.

Reason: In the interests of visual amenity and ecology and to conform with Policy 22 of the Central Lancashire Core Strategy and Policy EN2 of the Preston Local Plan.



Ecology

21. On the first anniversary following the date when the development is brought into use and at annual intervals thereafter until the expiry of the 10-year aftercare and management period, a report shall be submitted to the County Planning Authority detailing the success of the ecological mitigation and biodiversity net gain measures. Each report shall be based upon the results of habitat and species monitoring and shall detail the works that will be undertaken over the forthcoming year to enhance the ecological interests within the mitigation areas.

Reason: In the interests of ecology and to conform with Policy 22 of the Central Lancashire Core Strategy and Policy EN2 of the Preston Local Plan.

22. Prior to the commencement of development, a scheme of environmental protection measures for the following species should be detailed in a construction environmental management plan and submitted for approval in writing by the County Planning Authority:

The scheme should include protection measures for bats, hedgehogs and aquatic ecology and shall include details of proposed precautionary methods of working and details of preconstruction surveys and methodologies.

The development should proceed at all times in accordance with the approved measures.

Reasons: In the interests of biodiversity mitigation and to conform with policy 22 of the Core Strategy and Policy EN2 of the Preston Local Plan.

23. Within six months of the commencement of the development, a scheme and programme of ecological mitigation works shall be submitted to the County Planning Authority for approval in writing. The scheme and programme shall contain details of the following:

- a) Details for the number, location and design of bird nesting boxes to be erected.
- b) Details for the number, location and design of bat boxes to be erected on retained trees.
- c) Details for the creation of habitat features including hibernacula and log piles.
- d) Measures to be undertaken for the management of Himalayan Balsam and any other non-native invasive species within the site.
- e) Any further mitigation measures deemed necessary as a result of the findings of the additional pre-construction survey updates required by condition 22.

The ecological mitigation works contained in the parts a), b), c) and e) of the approved scheme and those outlined in the Environmental Masterplan ref B2327FEF-JAC-ELS-00-DR-ENV-0010 P05 and B2327FEF-JAC-ELS-00-DR-ENV-0011 P04 (02/06/2023) shall be implemented prior to the development



being brought into use. The works in parts a), b) and c) shall be maintained throughout the landscape management period specified in condition 21.

Reason: In the interests of biodiversity mitigation and to conform with policy 22 of the Core Strategy and Policy EN2 of the Preston Local Plan.

24. No trees or hedgerows shall be removed during the bird-breeding season between 1 March and 31 July inclusive unless they have been previously checked and found clear of nesting birds in accordance with Natural England's guidance and if appropriate, an exclusion zone set up around any vegetation to be protected. No work shall be undertaken within the exclusion zone until birds and any dependant young have vacated the area.

Reason: To protect nesting birds and to conform with Policy 22 of the Central Lancashire Core Strategy and Policy EN2 of the Preston Local Plan.

Definitions

Planting Season: The period between 1 October in any one year and 31 March in the following year.

Local Government (Access to Information) Act 1985 List of Background Papers

Paper	Date	Contact/Directorate/Ext
LCC/2022/0049	August 2023	Helen Ashworth Planning and Environment 01772 530084

Reason for Inclusion in Part II, if appropriate

N/A

