

## Preface

Preston City Council is in the process of preparing new planning policies. All planning authorities are required to produce a folder of local development documents – setting out their planning strategies and policies – called a **Local Development Framework (LDF)**. This new folder of documents will replace the Preston Local Plan, which was adopted in April 2004.

The Site Allocations and Development Management Policies Development Plan Document (DPD) is one of the documents you will find in the LDF. It sets out development management policies, and allocates or protects land for specific uses, such as housing, business or play space. This makes sure that land is set aside to secure local jobs, homes and community facilities in the future. Without this document, future development could occur in inappropriate places and in a haphazard way.

Following our previous Sites for Preston Issues and Options consultation in 2010 we are now undertaking this Preferred Option consultation to inform you of the sites and policies we are proposing to take forward. You now have the opportunity to provide us with your views on the preferred sites and policies before the final selection is determined.

## How to Respond

We encourage you to get involved in this process and welcome your comments at this important stage in plan making. Your comments will help to form the final site selections and development management policies.

The documents available during the consultation are:

- **Site Allocations and Development Management Policies DPD (Sites for Preston)**

The full document is available on our website [[www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston)]. Here you can submit any comments using our online form, which is our preferred method of response.

Paper version: Copies of the full consultation document containing background information, the full set of draft policies and preferred sites are available to view at Council Offices and in all local libraries. If you have difficulties accessing our online form, paper comments forms (Appendix I) can be submitted by post using the address given on the next page.

We have published supporting information in a separate volume of Appendices. These are also available to view at [www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston).

- **Proposals Map**

This map shows all the proposed allocations, designations and boundaries listed within this document.

- **Supporting Documents**

There are a number of supporting documents to accompany the main Site Allocations paper. The **Sustainability Appraisal and the Habitats Regulations Assessment** are available to view online at [www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston).

### **How do I submit my comments?**

Sharing your views, comments and suggestions could not be easier. Whilst we encourage you to submit your comments online, we are also happy to receive comments via email or post:

**Website:** [www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston)

**Email:** [planningpolicy@preston.gov.uk](mailto:planningpolicy@preston.gov.uk)

**Post:** Planning Department  
Preston City Council  
Town Hall  
Lancaster Road  
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PR1 2RL

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# 1. Introduction

- 1.1 The Site Allocations and Development Management Policies Development Plan Document (DPD) forms part of the statutory Development Plan for Preston known as the Local Development Framework. Once adopted, it will identify and allocate land required over a 15 year period in order to achieve the vision for growth as outlined in the Central Lancashire Core Strategy.
- 1.2 It is not the purpose of this document to grant permission to specific proposals – this will continue to be addressed through the existing planning application process. Instead, the Site Allocations document will ensure that appropriate forms of development can occur in the most suitable locations. It helps provide a level of certainty about what areas will be developed or protected in future and for what purpose. However, the allocation of a site does not necessarily mean that it will be developed straight away.
- 1.3 The document also contains a number of development management policies. Some policies are still effective in their current form and remain unchanged from the Preston Local Plan (adopted April 2004). Other policies have been amended to better reflect changes – including those relating to national guidance – that have occurred since 2004, and some new policies have been formulated based on recent or emerging local issues.

## Stages of production

- 1.4 There are a number of different stages involved in producing a Development Plan Document.

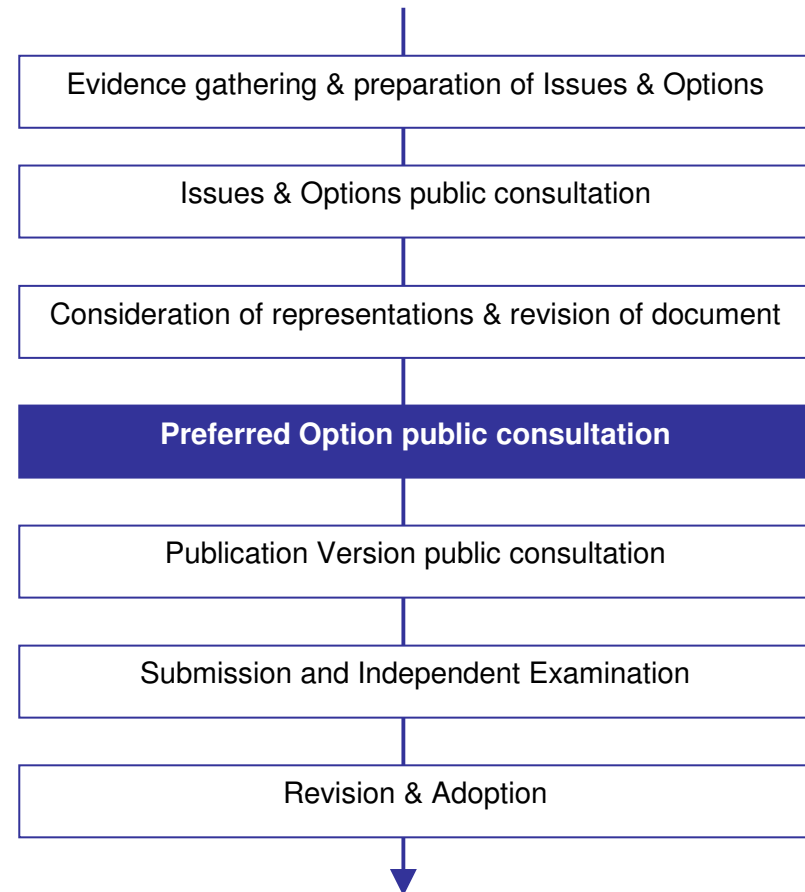


Figure 1: Stages involved in the preparation of a DPD (Current Stage Highlighted)

- 1.5** The process of evidence gathering and identifying potential sites began in 2005, with a 'call for sites' exercise, where we invited people to suggest places which could be used for new housing, employment, retail, community or leisure uses, as well as land that should be protected from development in some way. A further 'call for sites' was held in 2007. From these, we received 75 site suggestions for a variety of development types or protection.
- 1.6** Between November 2010 and February 2011 we carried out community engagement on the Sites for Preston Issues and Options Discussion Paper. This paper contained all of the sites that had been suggested to the Council, highlighted local issues, and proposed development management policies. It also contained a number of questions relevant to each chapter.
- 1.7** Responses received during the consultation were carefully considered, and each site has been subject to a detailed Sustainability Appraisal to ensure that decisions on all available options are made in accordance with the principles of sustainable development. The site appraisal and selection process is explained further on pages 5 and 6.
- 1.8** We have now reached the Preferred Options stage of the process. Based on the evidence from the Sustainability Appraisal and feedback from the previous consultation, this document contains a preferred list of sites we propose to allocate and development management policies. However, this does not represent the 'final plan'. We want to know what you think of our current, preferred – not final – proposals. A

schedule of preferred sites and those we are not taking forward is available in Appendices A, B and C.

- 1.9** This Sites for Preston Preferred Options document is a material consideration in the determination of planning applications, but the weight to be applied in decision making will be limited because the document is still at an early stage. Before any sites are allocated or any policies adopted, the Site Allocations document must go through a further consultation and be subject to an independent examination by a Planning Inspector.

### **City Centre Area Action Plan**

- 1.10** A comprehensive scheme for the redevelopment of a large section of Preston City Centre was first conceived in about 2000. This became known as the Tithebarn scheme, and was the product of a partnership of the Council and developers. Outline planning permission was obtained in 2010. However, due to the current difficult economic climate, the approved scheme is not now likely to go ahead. The Council is in the process of re-thinking its approach to the regeneration of the city centre, in conjunction with its partners and the wider community.
- 1.11** Getting the right policies in place for the City Centre is going to be vitally important for its future success. To allow time for these policies to be considered properly, and for new ideas about the city centre to develop, we have decided that the best approach is to prepare a separate planning document specifically for the City Centre. This will be called the City Centre Area Action Plan (AAP).

**1.12** It follows, therefore, that this Site Allocations document does not apply to the city centre. Existing local plan policies and other guidance will continue to provide the policy framework for the city centre. The City Centre AAP will sit alongside the Core Strategy and the Site Allocations and Development Management Policies DPD as part of the Local Development Framework. We will announce our timetable for the AAP in due course.

### **Inner East Preston**

**1.13** Inner East Preston extends east from the edge of the city centre, along the arterial routes of New Hall Lane and Ribbleton Avenue, as far as Blackpool Road. It is an area dominated by older terraced housing and it has some of the highest levels of deprivation in the city. Its regeneration is therefore one of the Council's priorities.

**1.14** A local community group – the Friends of Fishwick and St Matthews – has successfully bid to the government's Neighbourhood Planning Frontrunners fund. Assisted by the Council, the group will prepare a Neighbourhood Plan using powers recently introduced in the Localism Act 2011.

### **Cross Boundary Issues**

**1.15** During the preparation of the Core Strategy, the City Council has taken into account cross-boundary issues with neighbouring districts including:

- The role of Longridge in Ribble Valley as a key service centre serving rural areas to the north and east of Preston.
- Green infrastructure inter-connections, for example, via the proposed Ribble Coast and Wetlands Regional Park to the Fylde.

**1.16** We will continue to liaise with neighbouring authorities to ensure that our policies and proposals remain compatible.

## **Relationship to other Guidance**

### **National Planning Policy Framework**

**1.17** The Department of Communities and Local Government published the [National Planning Policy Framework](#) (NPPF) on 27 March 2012. This replaces the Planning Policy Guidance Notes (PPG's) and Planning Policy Statements (PPS's) that previously contained national policy.

**1.18** The NPPF largely carries forward existing planning policies and protections in a significantly more streamlined form. It also introduces the presumption in favour of sustainable development and makes adjustment to some specific policies.

**1.19** Due to the timing of the NPPF's publication, we have not had the opportunity to give it detailed consideration in preparing this Preferred Options document. We will be able to address the NPPF's requirements fully when we prepare the next version of the plan – the Publication draft. In the meantime we welcome, as part of this consultation, any

comments you may have about how the Preferred Options fit with the NPPF.

### **Regional Spatial Strategy (RSS) – North West of England Plan (2008)**

- 1.20** Although the Government intends to revoke RSS through the provisions of the Localism Act Bill, it is currently still in force and so this document has to be in conformity with it. The RSS provides the overall framework for development and investment in the North West Region to 2021. It provides a broad vision of the region and sub-regions, prioritises growth and regeneration and provides policies to achieve sustainable development.

### **Central Lancashire Core Strategy**

- 1.21** The Central Lancashire Core Strategy is jointly produced by Preston, South Ribble and Chorley councils, and is the key document within the Local Development Framework. It sets out the long term spatial vision for Central Lancashire and the overall strategy for delivering that vision. For example, it identifies the overall need for different types of development including housing, employment, leisure and retail, as well as the need to protect the environment, create and enhance open spaces, and secure investment. It does not, however, identify individual parcels of land for future development, nor does it contain detailed local policies.
- 1.22** It is the role of Site Allocations and Development Management Policies document to provide this local level of

detail by allocating specific sites and setting out detailed development management policies.

- 1.23** It is important to remember that the Site Allocations document must be in general conformity with the objectives of the Core Strategy and seek to implement its strategic vision for Preston and wider Central Lancashire.
- 1.24** The Core Strategy is at an advanced stage in that a public examination has been held by an independent Inspector and his report is anticipated in May 2012. The Council expects to be able to adopt the Core Strategy in July 2012.

### **Preston Local Plan**

- 1.25** The Preston Local Plan will be replaced by the Local Development Framework. However, there are still policies and land allocations within the Local Plan which remain relevant today, and we will seek to roll them forward in this document. There will also be amendments to some policies and some new policies in order to best reflect the current national guidance and emerging issues facing Preston.

### **Supplementary Planning Guidance and Documents (SPGs and SPDs)**

- 1.26** There are a number of Supplementary Planning Guidance documents which will no longer be in force once the Site Allocations document has been adopted as they relate to existing Local Plan policies. Accordingly, a number of new SPDs will address local priority issues.



**1.27** These new SPDs are currently being prepared jointly by Preston, South Ribble and Chorley authorities. Whilst they will not include any extra policies, they will contain further guidance expanding on policies in the Core Strategy and/or Site Allocations documents.

**1.28** The following SPDs are being prepared:

- Affordable Housing
- Design
- Open Space, Sport and Recreation
- Controlling re-use of Employment Premises
- Rural Development
- Access to Healthy Food
- New Central Business District, Preston
- Inner East Preston
- Cottam Hall Masterplan, Preston

#### **Joint Lancashire Minerals and Waste Framework**

**1.29** Policies and proposals for future minerals and waste development are set out in the Minerals and Waste Framework (MWDF), prepared jointly by Lancashire County Council, Blackpool Council and Blackburn with Darwen Council. The Core Strategy is adopted and the Site Allocations and Development Control Policies DPD is under preparation. Further information is available from [Lancashire County Council](#)

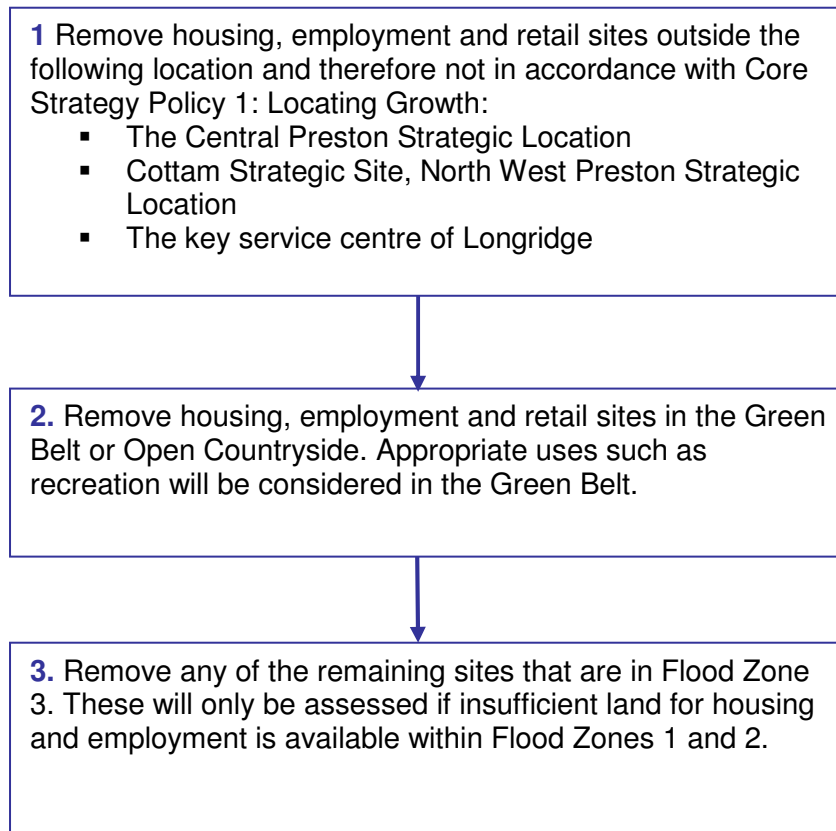
#### **Site Selection Process**

**1.30** The process of identifying sites began in 2007 with a ‘call for sites’ exercise, where people could submit their site suggestions to us for consideration. New site suggestions have continued to come forward, including some during the Issues and Options consultation. We did impose a cut off date of the end of October 2011 for new site suggestions to be considered as part of this “Preferred Options” process.

**1.31** All sites were then presented for discussion during the Issues and Options public consultation in December 2010/January 2011. At this stage, we applied an initial selection filter to identify and remove sites which:

- Were in locations or were of a particular land use that was contrary to the Core Strategy;
- Measured under 0.4 hectares in size; or
- Were already under construction

**1.32** The remaining sites were also subject to the following process outlined in Figure 2.



**Figure 2: Site Selection Process**

**1.33** From the pool of remaining potential sites, a preferred list was established using a combination of desk based research, site visits and consultation feedback.

### Sustainability Appraisal

**1.34** The Site Allocations and Development Management Policies DPD is subject to a Sustainability Appraisal.<sup>1</sup>

**1.35** Each of the remaining site suggestions have been assessed against 42 different social, environmental, economic and deliverability criteria and given a banding relating to their overall sustainability. The banding ranges from A-E, with sites scoring 'A' being 'most sustainable' and sites scoring 'E' the 'least sustainable'. Summaries of each site appraisal - both preferred options and those sites not being carried forward - are appended to the Sustainability Appraisal Report: [www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston).

### Habitats Regulation Assessment

**1.36** A 'Habitat Regulations Assessment' (HRA) is required for any land use plan which is considered likely to have a significant effect on a European (Natura 2000) site. The purpose of this is to assess the impact of the plan against the conservation objectives of the protected site.

**1.37** Although there are no designated Ramsar/Natura 2000 sites located within the city of Preston, it is important to ensure that our preferred sites and policies do not detrimentally affect such designated areas further afield.

<sup>1</sup> Under the requirements of section 19(5) of the Planning and Compulsory Purchase Act 2004. The Sustainability Appraisal also incorporates the requirements of Strategic Environmental Assessment (SEA) in accordance with European Directive 2001/42/EC.

**1.38** A separate HRA report is available to view electronically at: [www.preston.gov.uk/sitesforpreston](http://www.preston.gov.uk/sitesforpreston).

### **New Site Suggestions**

**1.39** Following the Issues and Options consultation, a number of new site suggestions were submitted for consideration. These sites have been assessed as per the criteria outlined above and are included in the schedule of sites in Appendix A. As these sites have not been previously consulted on, we would welcome your views on them.

**1.40** Please note that we will continue to accept new site suggestions during this preferred options consultation only.



## 2. Vision for Preston

- 2.1 The Core Strategy sets out its strategic vision for Central Lancashire by the year 2026. Within this context, it explains that Preston will attract investors and visitors taking advantage of retail, heritage, education and a high quality city centre. It will have become a transformed city, recognised as an alternative to Manchester and Liverpool for high quality retail, cultural, entertainment, business and higher education.
- 2.2 The character of Preston's city centre, neighbourhoods and villages will reflect their individual historic and cultural heritage, with high quality designed new buildings enhancing local distinctiveness. There will be improved transport connections within Central Lancashire and to wider regional and national destinations. The character of rural villages will have been maintained, with access to services to sustain the local communities and overcome rural poverty.
- 2.3 Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities. Residents will have easy access to public services, good jobs and decent, high quality affordable homes. Energy use will be minimised with an emphasis on sustainable sources, including mitigation measures and where possible, adaptation to climate change.

## Locating Growth in Preston

- 2.4 In order to ensure growth and investment takes place in the most sustainable locations, the Core Strategy sets out a hierarchy of settlement types and priority locations. Each tier of the hierarchy will see an appropriate level of development occurring in order to achieve sustainable growth.

### Strategic Sites

- 2.5 Cottam is a Strategic Site where growth and investment will be focussed. The site comprises mostly greenfield land to the north west of Preston's City Centre, referred to as Cottam Hall, as well as the derelict urban brownfield Cottam Brickworks site. Development at Cottam Hall is partially built out and a masterplan has been prepared for the remainder of the land by the Homes and Communities Agency following a period of community engagement. This forms part of the current outline planning application for the development of up to 1100 dwellings and associated community facilities. Planning permission has been granted on the Cottam Brickworks site for a mix of uses including retail, residential and employment. It is anticipated that around 1,300 homes could be provided across the Brickworks and Cottam Hall sites.

### Strategic Locations

- 2.6 Central Preston – including the City Centre with the Tithebarn Regeneration Area, the new Central Business District and Inner East Preston. The new Central Business

District (CBD) is expected to provide up to 175,000 sq.m of high quality modern office development and a range of complementary uses. Allied to the new CBD proposals is the continued expansion of the University of Central Lancashire, including the expansion of knowledge based employment sectors within Central Preston.

**2.7** North West Preston – including Higher Bartle and Broughton/Land at Eastway. The strategic location is complementary to the strategic site at Cottam and will contribute up to 2,500 dwellings over the plan period.

**2.8** A large number of site suggestions in the North West Preston area featured in the Sites for Preston Issues and Options consultation (November 2010). These sites were then included in the “not carried forward” category. At that time, the Council believed that the sites were not needed in order to meet the housing requirement set out in the emerging Core Strategy.

**2.9** However, as the Core Strategy has progressed, those housing requirement figures have been challenged. During the Core Strategy’s public examination in 2011, the Planning Inspector advised the Council and the other Central Lancashire authorities that, unless provision was made for more housing, he would not be able to find the Core “sound” (fit for purpose).

**2.10** The Inspector also urged the Central Lancashire authorities to give a clearer indication in the Core Strategy as to where future development will be located in order to provide a suitable framework for the Site Allocations Plans.

**2.11** In response to the Inspector’s concerns, the Central Lancashire authorities published and consulted upon changes to the Core Strategy’s housing policies. These now accord with the Regional Spatial Strategy in terms of overall housing numbers. The changes also include a North West Strategic Location. This is needed to achieve the requirement and also to indicate where the new development will occur. This is defined in the Core Strategy as “*a broad sweep of land south of the M55 stretching from west of the Cottam area eastwards to the areas known as Bartle (east of Sandy Lane, north of Hoyles Lane / Lightfoot Lane, south of the M55) and extending east of the A6 to incorporate land north of Eastway / south of the M55.*”

**2.12** This Site Allocations Plan has to identify and allocate the land required to implement the Core Strategy. This includes identifying sites within the North West Strategic Location. This means that some of those sites that were previously shown as “not carried forward” now feature as proposed allocations.

### **Key Service Centres**

**2.13** Longridge – where land within Central Lancashire may be required to support the development of this Key Service Centre in Ribble Valley.

### **In Other Places**

**2.14** Outside of the areas already identified, Preston has a number of smaller villages and substantially built up

frontages. In the interest of sustainable development, growth and investment in such places will be confined to small scale infill, conversion of rural buildings and proposals to meet local need, unless there are exceptional reasons for large scale redevelopment schemes.

## Document Format

- 2.15** Each of the chapters within this document relate to a key theme, such as 'Homes for All' or 'Climate Change'. At the beginning of each chapter, we have highlighted the relevant Core Strategy objectives and policies in a green box.

### Core Strategy Objectives

- Relevant strategic objectives will be highlighted at the beginning of each chapter to ensure that the Site Allocations document helps to deliver the vision of the Core Strategy.

### Key Core Strategy Policies

- Identifying the key policies from the Core Strategy that are relevant to the chapter.

- 2.16** Directly after this, each chapter contains a summary of the responses relating to each theme from our Issues and Options consultation. These are shown in yellow boxes.

### Issues & Options: What did you say?

- A summary of the comments you gave us in response to the questions posed during our previous Issues and Options consultation. These will be at the beginning of each chapter.

**2.17** Finally, within the relevant sections of each chapter, you will find proposed development management policies highlighted in blue boxes.

#### **Development Management Policies**

- Detailed wording of our preferred development management policies, located in the relevant sections within the document.

**2.18** A list of sites that have been suggested to date can be found in Appendices A, B and C. Here you will be able to see how the Council would prefer to allocate and for what uses, as well as which sites should retain their existing allocations and which should be protected from development.

**2.19** A full list of development management policies is shown in Appendix H. Here you will be able to see the Council's preferred policies.

**2.20** We encourage you to read through the information provided within this document and the supporting material, then to share your comments on our preferred development management policies and site allocations.



### 3. Delivering Infrastructure

#### Core Strategy Objectives

- To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.

#### Key Core Strategy Policies

- Policy 1: Locating Growth
- Policy 2: Infrastructure
- Policy 4: Housing Delivery
- Policy 18: Green Infrastructure

#### Issues & Options: What did you say?

- Provision of physical, social and other infrastructure should avoid or minimise harm to the area's historic environment, heritage assets and their settings. Keen to see that proper assessment is conducted to analyse the effects before decisions are made.
- Deliver ecosystem services as part of Green Infrastructure
- A feeling that the description of, and reference to, Green Infrastructure is inadequate. Further detail and commitment is required in the document.
- Unclear how funding deficits will be met to deliver the infrastructure identified in the Infrastructure Delivery Schedule.
- Suggestion that the delivery of infrastructure is heavily dependent on developer contributions. No viability assessment to confirm whether the developments can fund the required infrastructure.

### Introduction

- 3.1** Infrastructure is integral to the sustainability of our city and villages, as well as the delivery of new development. Infrastructure includes everything from transport (roads, railways) to utilities (water, energy) as well as green (parks and rivers) and social (schools, community centres and health facilities).
- 3.2** The Core Strategy proposes a levy approach (a set charge per development) to secure developer contributions for infrastructure. Chorley, Preston and South Ribble authorities are now working together on preparing for the introduction of the Community Infrastructure Levy (CIL). This work is being undertaken independently from this Site Allocations and Development Management Policies process.
- 3.3** CIL is the new way in which built development can be required to contribute monies to pay for new infrastructure. It will supplement and partially replace the current system of securing developer contributions through agreements under Section 106 of the 1990 Planning Act. The CIL levy is a fixed rate charge, based on per square meter of net additional floorspace. The Central Lancashire councils have recently consulted on a preliminary draft Charging Schedule. The proposed charges are based on detailed research. The Schedule is accompanied by a draft Infrastructure Delivery Plan and an Infrastructure Delivery Schedule.
- 3.4** The Infrastructure Delivery Plan takes an overview of what infrastructure is currently planned, what is required and how it might be delivered. The Infrastructure Delivery Schedule

itemises infrastructure projects already envisaged or probably needed after taking into account the broad amounts and locations of development proposed in the Central Lancashire Core Strategy. It records their likely implementation timescales, cost and sources of funding and the current funding gaps when account is taken of monies already secured. The Infrastructure Delivery Schedule is very much a “live” document, to be regularly updated as schemes progress, and as funding circumstances change. The latest Schedule is included at Appendix E.

**3.5** All the above documents can be viewed at the [Central Lancashire LDF](http://www.centrallancashire.com) web site ([www.centrallancashire.com](http://www.centrallancashire.com)).

**3.6** Further consultation will be carried out and it is anticipated that CIL will be implemented towards the end of 2012.

**3.7** The Infrastructure Delivery Schedule includes the following:

### Transport

**3.8** There are many transport links between Preston, its Central Lancashire neighbours of South Ribble and Chorley, and adjoining neighbours Fylde, Wyre and Ribble Valley. Many journeys are made into Preston everyday from these adjacent areas by commuters and shoppers. There are a number of major employers in these areas that attract commuters from Preston.

**3.9** New transport infrastructure schemes include:

- New Preston Bus Station

- Broughton Bypass
- Guild Wheel multi-use greenway scheme around Preston

### Social Infrastructure

**3.10** Social infrastructure includes facilities such as doctor’s surgeries, schools, sports centres and community halls. Developers will be required to contribute to providing these facilities where there is an identifiable need.

**3.11** New social infrastructure includes:

- Additional primary school provision at Whittingham, Cottam and North West Preston
- Additional primary care facilities in Central Preston, Ingol, and North West Preston.

### Utilities Infrastructure

**3.12** Through discussion with key utility providers including National Grid and United Utilities, we understand that there are no known electricity, water or gas capacity issues in Preston that cannot be overcome over the duration of the Plan.

**3.13** There is, however, a need to undertake some works to reinforce the electricity network in the Preston East area. There is also a need to address high speed broadband limitations in the rural areas, and to this end BT is currently seeking to upgrade rural telephone exchanges to higher broadband speeds.

## Green Infrastructure

- 3.14** Green Infrastructure is the network of green spaces and water courses that lie within and between our towns and villages, providing multiple social, environmental and economic benefits. These are sometimes referred to as “ecosystem services”. These are the benefits provided by ecosystems that contribute to making human life possible and worth living. These benefits are wide-ranging and include amenity and recreation, social activity, biodiversity, climate change mitigation (providing shade, releasing oxygen), and flood and water protection. These ecosystem services often depend on the interconnectedness of the component parts of the “jigsaw”.
- 3.15** Green infrastructure needs to be well planned and maintained, and viewed as integral to new development. Examples of green infrastructure in Preston include the Lancaster Canal, and the network of brook valleys and open spaces that cross the city. Open space within new developments should link in to and enhance existing green infrastructure.

## North West Preston Strategic Location

- 3.16** The Core Strategy sets out the amount of new housing and other development required to meet Preston’s needs. In particular, significant development is proposed in the North West Preston Strategic Location. This is discussed further in Chapter 4. It is recognised that significant new infrastructure provision is required to enable this new

development to come forward. This infrastructure will have to be funded primarily by the development itself.

- 3.17** The City Council, alongside South Ribble and Chorley Councils, has worked together with Lancashire County Council (the highway authority) for some time to establish the transport impact of the Core Strategy. It has been recognised that the existing transport network cannot accommodate the level of predicted additional traffic without considerably more congestion. Indeed, parts of the network in this area are already at a practical capacity during busy periods of the day. Particular problems are likely to be on the main radial routes to/from the City Centre (including the A6) and the M55/A6 junction which currently operate over or very close to capacity.
- 3.18** The County Council has considered the extent to which improvements can be made to the existing network to increase its effectiveness. It is evident that sustainable transport measures alone (public transport improvements, cycling, etc.) will not have a significant effect.
- 3.19** The County Council’s current Local Transport Plan (LTP) 2011-2021 gives a high priority to supporting the growth of the key economic centre of Preston. This includes a commitment to reducing congestion and delay, and increasing road capacity in the most congested transport corridors, and improving highway links and junctions.
- 3.20** The LTP Implementation Plan for 2011/12 to 2013/14 commits to the delivery of a Highways and Transport Master Plan for Central Lancashire. This is scheduled to be

completed by September 2012. The Master Plan will set out a future highways and transport strategy which will reflect the priorities of the Core Strategy.

- 3.21** The Highways and Transport Master Plan is therefore a prerequisite to informing the production of detailed proposals for additional supporting infrastructure to come forward at North West Preston.
- 3.22** We therefore recognise that significant new investment in highways and transport infrastructure is required before there can be significant development at North West Preston. We are working towards solutions with the County Council and prospective developers. These solutions need to be comprehensively planned and implemented, and this process is underway. We will present details of these solutions in the next version of this document – the Publication Draft – after the completion of the Highways and Transport Master Plan.
- 3.23** In the meantime, it is important that proposals which will put an unacceptable strain on existing infrastructure are resisted. This is reflected in Policy MD2 (see page 18).
- 3.24** Development at North West Preston is in addition to the continued development of Cottam Hall (see Policy MD1). In developing the transport solutions for North West Preston, account is being taken of the impact of Cottam Hall. Cottam Hall has benefited from significant public sector-funded infrastructure investment over a number of years.

## **Broughton Bypass**

- 3.25** The current Local Plan contains proposals for a bypass of Broughton village, on the A6 just to the north of Preston. This is referred to in Policy 3 of the Core Strategy. Heavy volumes of traffic through Broughton result in severe congestion, delay and environmental problems. The bypass has long been a proposal of the County Council, which granted permission for a scheme in 2001. This was renewed in 2008.
- 3.26** The County Council has committed some funding for the bypass, but the majority will come from the developer of the former Whittingham Hospital site which has permission for a mixed-use scheme including 650 houses. This permission limits the amount of new development that can take place before the construction of the bypass commences.
- 3.27** Associated with the bypass are proposals for a new road linking the bypass to D'Urton Lane and Eastway. This will be funded through the development of land to the north and south of D'Urton Lane that forms part of the North West Preston Strategic Location (site reference NWP1).
- 3.28** Construction of the bypass has not begun and there is currently no clear timeframe for this. This is primarily because the redevelopment of Whittingham Hospital has been delayed. The bypass now needs to be considered in the wider context of the development of North West Preston and the Highways and Transport Master Plan's appraisal of highway infrastructure in this area. In the meantime, it is important that the approved route continues to be protected.

### **Policy IN1 Broughton Bypass**

Alignments for the Broughton Bypass and D Urton Lane/Eastway Link Road are safeguarded in the location shown on the Proposals Map.

### **Policy IN3 New Railway Station and Proposed Park & Ride Site (Cottam)**

Land is safeguarded for a proposed station and rail based Park & Ride facility at Cottam as shown on the Proposals Map.

## **Park and Ride**

- 3.29** Bus or rail – based Park and Ride facilities help to provide a choice of transport modes, and to reduce the number of cars on the highway network.
- 3.30** Policy 3 of the Core Strategy proposes a ring of Park and Ride facilities around Preston, including Broughton and Riversway (see Policy EP5). These facilities have to be linked to an appropriate rapid bus service into the City Centre, or they will not be an attractive alternative to the private car.
- 3.31** The Core Strategy also refers to a new railway station at Cottam, and a site is earmarked in the current Local Plan. The main purpose of this new station would be to provide a rail-based Park and Ride service to the city centre.
- 3.32** Locations for each of these proposed facilities are shown on the Proposals Map. Implementation of schemes will be carried out in partnership with Lancashire County Council.

### **Policy IN2 Park & Ride Sites (Broughton and Riversway)**

Land is safeguarded for proposed bus based Park & Ride facilities in the locations shown on the Proposals Map.



## 4. Areas for Development

### Major Development

#### Introduction

**4.1** In accordance with Central Lancashire Core Strategy Policy 1, and to deliver economic growth, sufficient levels of new housing, vital infrastructure and sustainable development, planning permission, will, in principle, be granted for a comprehensive scheme of development for a range of appropriate uses within:

- Cottam Strategic Site (Allocation HS1.1)
- North West Preston Strategic Location (Allocations HS1.3 to HS1.6)

**4.2** Due to the size and importance of these sites, a comprehensive approach will be adopted that sets out the infrastructure needs and delivery mechanisms for the whole sites and considers the relationship to existing communities.

#### Cottam (Allocation HS1.1)

**4.3** Cottam is identified in the Central Lancashire Core Strategy as a Strategic Site for development. Strategic Sites are defined as being central to the achievement of the Core Strategy.

**4.4** The site comprises mostly greenfield land, north-west of Preston City Centre, as well as the derelict urban brownfield

Cottam Brickworks site. The greenfield land – known as Cottam Hall – is owned by the Homes and Communities Agency (HCA) and forms part of a larger Central Lancashire New Town urban extension that commenced in the 1980s but is only about half complete.

**4.5** The City Council has adopted an Interim Planning Statement to support the redevelopment of the rest of the site – the former Brickworks – for a mixture of uses, including retail, residential and employment.

**4.6** It is anticipated that approximately 1,300 homes could be delivered across the two sites.

#### Policy MD1 Cottam

Planning permission will be granted for the development of the Cottam site subject to the following:

- a) a comprehensive development of the site is demonstrated through the submission of an agreed masterplan;
- b) a phasing and infrastructure delivery schedule;
- c) the provision of a range of uses appropriate to a major residential area, and;
- d) the implementation of a high quality development in accordance with an agreed design code.

#### Proposals Map Reference: HS1.1

**4.7** The delivery of the Cottam site is central to the delivery of both the Central Lancashire Core Strategy and this Plan.

This includes both the Cottam Hall greenfield site west of Tom Benson Way, and the previously developed former Brickworks site east of Tom Benson Way.

- 4.8** The majority of new homes will be delivered on the Cottam Hall site (circa 1,100), these proposals currently comprise an outline planning application being considered by the Council.
- 4.9** The former Brickworks site currently benefits from planning permission. The main aspects of this approval include a new supermarket, up to 206 new houses and some employment floorspace. The range and mixture of uses proposed on this site enhance the delivery of the adjacent Cottam Hall site by addressing sustainability deficiencies in the area, such as proximity to a foodstore and employment provision.
- 4.10** In addition to the above sustainability considerations, a number of key infrastructure improvements have been identified. These include a new primary school, an extension to an existing health centre along with significant improvements to the road network with greatly enhanced bus service provision – possibly a rapid transit system to the city centre. A new railway station is also proposed to increase the accessibility of the site.
- 4.11** Despite the advanced nature of proposals on the site, it is necessary, specifically in the event of the current permission not coming forward, to establish the Council's vision and requirements for development of the site.

### **North West Preston (Allocations HS1.3, HS1.4, HS1.5 and HS1.6)**

- 4.12** The Core Strategy identifies North West Preston as a Strategic Location for development. North West Preston can be described as a broad sweep of greenfield land south of the M55 stretching from the Cottam site to the west to land north of Eastway/south of the M55 to the east. The location provides a rounding off of the urban form of Preston, with a clearly defined boundary of the M55 to the north and the M6 to the east.
- 4.13** There are significant highway infrastructure constraints to development of this strategic location, which will need to be addressed throughout the plan period to ensure the location is deliverable. The infrastructure requirements are discussed in detail in Chapter 3.
- 4.14** In total, the area will contribute up to 2,500 dwellings over the plan period. This figure is broken down into individual parcels for Site Allocations purposes as follows:

#### **HS1.3 (Land at Boyse's Farm & Eastway)**

- 4.15** This parcel is situated in the eastern-most part of the strategic location, within the 'elbow' of the M6 and M55 motorways. In total, the site measures 56ha gross, and is dissected by D'Urton Lane. Land south of D'Urton Lane is within the ownership of HCA, the current proposal for this part of the site is to provide a residential led mixed use scheme, including some employment land and a Park & Ride site. Delivery of a link road through to Eastway and the



'stopping up' of D'Urton Lane also form part of these proposals. This development needs to be masterplanned, to ensure appropriate linkages to the development of land north of D'Urton Lane.

#### **HS1.4 (Land Bounded by Garstang Road/ Eastway /Sandyforth Lane/M55)**

- 4.16** The smallest of the four parcels, HS1.4 measures 26ha and could deliver approximately 300 new homes. The parcel is bounded by the A6 (Garstang Road) to the east, the M55 to the north, Sandyforth Lane to the west and Lightfoot Lane to the south. Preston Grasshoppers Rugby Football Club is situated within this area, but is excluded from allocation.

#### **HS1.5 (Land Bounded by Sandyforth Lane/Lightfoot Lane/Sandy Lane/M55)**

- 4.17** The largest development parcel within the strategic location, HS1.5 covers approximately 100ha of greenfield land, and could deliver approximately 1,400 new homes. The south-west corner of the site currently has outline planning approval for 450 houses.

#### **HS1.6 (Land West of Sandy Lane)**

- 4.18** HS1.6 is the development parcel at the western end of the strategic location. The parcel incorporates 64.5ha of land west of Sandy Lane, capable of delivering approximately 750 new homes. During the plan period it is envisaged that only part of this area will need to come forward for development.

### **Policy MD2 North West Preston**

The Council will work with Lancashire County Council, the Highways Agency, developers and landowners and the local community on a comprehensive plan to deliver the additional transport infrastructure required to enable the development of the North West Preston Strategic Location.

Until this comprehensive plan is in place, new proposals within allocations HS1.4, HS1.5 and HS1.6, which will give rise to increased road congestion, will be resisted.

Once the comprehensive plan has been agreed, planning permission will be granted for the development of sites within the North West Preston Strategic Location subject to the following:

- a) a comprehensive development of the site and its relationship with the wider location can be demonstrated, through an agreed masterplan process for example;
- b) a phasing and infrastructure delivery schedule;
- c) the provision of a range of uses appropriate to a major residential area, and;
- d) the implementation of a high quality development in accordance with an agreed design code.

New proposals within allocation HS1.3 will be subject to criteria (a) (d) listed above.

**Proposals Map Reference: HS1.3, HS1.4, HS1.5, HS1.6**

- 4.19** The contribution to the supply of new housing in Preston that can be provided by North West Preston means that over the plan period, and beyond, the location is central to delivery of the Plan.
- 4.20** At present, outline planning permission has been granted for 450 new houses within allocation HS1.5, however no further units have been granted planning permission.
- 4.21** The broad phasing of the location set out within this Plan reflects the most sensible schedule of development and takes full account of the highway infrastructure issues that already exist within the vicinity of the location, and that will be worsened by development. It is envisaged that, in broad terms, the location will develop in an east to west manner, with an early emphasis on site HS1.3, but recognition that both HS1.4 and HS1.5 can deliver units in the short term. The relative benefits of the delivery of HS1.3 (establishment of a link road through the site and provision of a park & ride) provide justifiable reasons for seeking the early release of this site to help ease some of the highway concerns in the area and provide benefits to the development of the wider location.
- 4.22** In addition to the highway infrastructure improvements discussed, a number of key infrastructure improvements have been identified. These include additional primary school provision and a new medical centre.

## Development Within the Existing Residential Area

### Introduction

- 4.23** The full utilisation of land and buildings in the main urban area of Preston will help to ensure a better use of services and utilities, and help to reduce development pressures on greenfield land. In addition, the distribution of facilities throughout the existing urban area help to improve accessibility. In order to protect the character of the existing urban area, it is important that new development respects local distinctiveness and does not adversely affect existing open and green spaces.
- 4.24** The existing residential area of Preston, identified as AD1 on the Proposals Map is dominated by residential uses. As such the impact of development proposals on residential amenity will be a principal consideration in determining planning applications. Development proposals leading to an overall improvement in environmental quality, incorporating high sustainability levels for example, will be considered favourably.
- 4.25** All development proposals within the existing urban area of Preston will be expected to comply with **Policy AD1**. The appropriateness of any proposal may be judged by its compatibility with existing surrounding development, the principal consideration in areas dominated by residential uses will be the impact of the development proposal on residential amenity. Development proposals should not result in an over-intensely developed site to the detriment

of residential amenity and the character and appearance of the area. This will certainly be the case for proposals on residential garden land.

### **Policy AD1 Development within the Existing Residential Area**

Development proposed within the existing residential area, as defined on the Proposals Map, will be permitted provided that:

- a) the design and scale of development is sensitive to, and in keeping with, the character and appearance of the area;
- b) there would be no adverse impact on residential amenity, particularly by reason of noise, general disturbance and loss of privacy due to the activity under consideration or the vehicular/pedestrian movement it generates;
- c) the proposal would not lead to an over concentration of non residential uses, detrimental to residential character and amenity, and;
- d) the proposal would not lead to an over intensification of use of the site.

Favourable consideration will be given to proposals containing measures likely to result in an overall improvement to the environment and amenity of the area.

## **Development Within Existing Villages**

### **Introduction**

**4.26** There are a number of villages situated within the open countryside with tightly constrained and defined boundaries. Development within the following villages, identified as AD2 on the Proposals Map, will need to be in accordance with **Policy AD2**:

- Barton
- Broughton
- Goosnargh
- Grimsargh
- Lea Town
- Woodplumpton

**4.27** Whilst the villages stated in paragraph 4.36 vary in size and range of services, none are identified in the Central Lancashire Core Strategy as Rural Local Service Centres, and therefore no significant growth aspirations exist for these villages.

**4.28** In accordance with Central Lancashire Core Strategy Policy 1(f), development within villages should typically be small-scale, infill, conversion of buildings and proposals to meet a local need. Limiting the scale of development within these villages serves to abide by the principles of sustainable development. Central Lancashire Core Strategy Policy 1 establishes a hierarchy of settlements within the Central Lancashire area based on size, accessibility, and range of services available. Villages appear at the bottom of this

hierarchy as they are often small, are not situated in the most sustainable locations and cannot offer a wide range of services to residents.

- 4.29** Development proposals in compliance with Central Lancashire Core Strategy Policy 1(f) will then be subject to the provisions of **Policy AD2**. This is to ensure that where small-scale development is proposed in villages, it can only be considered acceptable when consideration is given to the relative impact on the village and its residents.

#### **Policy AD2 Development within Existing Villages**

Within existing villages, as defined on the Proposals Map, proposals for appropriate small scale development, will be permitted provided that:

- a) the design of the development is sensitive to, and in keeping with, the character and appearance of the village;
- b) there would be no adverse impact on residential amenity, particularly by reason of noise, general disturbance and loss of privacy due to the activity under consideration or the vehicular/pedestrian movement it generates;
- c) the proposal would not lead to an over concentration of non residential uses, detrimental to residential character and amenity, and:
- d) the proposal would not lead to an over intensification of use of the site.

Favourable consideration will be given to proposals containing measures likely to result in an overall improvement to the environment and amenity of the area.

## 5. Homes for All

### Core Strategy Objectives

- To help make available and maintain within Preston a ready supply of residential development land over the plan period, to help deliver sufficient new housing of appropriate types to meet future requirements.
- To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.
- To improve the quality of existing housing, especially in Inner East Preston and bring empty properties back into use.
- To significantly increase the supply of affordable housing and special needs housing particularly in places of greatest need such as in more rural areas.
- To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.

### Key Core Strategy Policies

- Policy 1: Locating Growth
- Policy 4: Housing Delivery
- Policy 5: Housing Density
- Policy 6: Housing Quality
- Policy 7: Affordable Housing
- Policy 8: Gypsy and Traveller and Travelling Show People Accommodation

### Issues & Options: What did you say?

- Mixed response in relation to density. Some support for optimising density on each site, some suggestion that density should be appropriate to the area, some concern over high density housing including narrow roads, car parking concerns and the need for more amenities to facilitate denser developments.
- Concern raised that sites should be solely identified for affordable housing, design should be 'tenure blind' and if a site is suitable for affordable housing it should also be suitable for market housing.
- Mixed responses were received in relation to rural exception affordable housing. Some support for the concept of 'rural exception' was given, but concern regarding how much the sites would contribute to meeting general affordable housing needs was raised. Many objections were received, citing that a local need had not been established as the main reason for objection in addition to concerns regarding increased pressure on the road networks, drainage and sewage infrastructure.
- Suggestions for the types of development for 'rural exception' sites included retirement bungalow and starter homes for those wishing to stay in the area.
- Support for special housing designation, particularly for the elderly. Comments highlighted the need for such development to be in good proximity to local amenities.
- Student accommodation should be located in close proximity to the University. Mixed opinion with regard to the need for further student accommodation.

## Introduction

- 5.1** New housing is needed to help address current and future housing needs, support the local economy and ensure the sustainability of the area, as set out in the Vision for Central Lancashire.
- 5.2** The National Planning Policy Framework requires local planning authorities to meet the full objectively assessed needs for market and affordable housing in the area, including identifying key sites which are critical to the delivery of the housing strategy over the plan period (which ideally should be 15 years). Currently, this need is defined in terms of the Regional Spatial Strategy housing requirement.
- 5.3** Policy 4 of the Central Lancashire Core Strategy sets out the number of new houses required in Preston, in line with the Regional Spatial Strategy, which equates to 507 dwellings to 2026. The table below explains how this annual requirement figure translates into a Site Allocations Plan Period requirement.

a) Housing Requirement 2003-2026 (507 x 23 years)	11,661
b) Housing Delivery 2003-2011	3,253
c) Housing Requirement 2011-2026 (a – b)	<b>8,408</b>
d) Annualised Requirement 2011-2026 (c ÷ 15)	561

- 5.4** It is not necessary to find new sites to meet all of the housing requirements over the Plan Period. Some sites already have planning permission for housing and will provide land for a significant proportion of the total. New housing sites are required to meet the remainder of the housing requirement.
- 5.5** To ensure the Council can manage housing supply, sustainability and economic growth within the City, this Plan adopts a phasing and monitoring approach to new housing allocations (see Appendix D). This will mean that the Council can ensure the delivery of housing sites is based on economic trends, but, more importantly, that sustainability is achieved through the delivery of all required infrastructure, principally on the Major Developments (see Chapter 4: Areas for Development).
- 5.6** As explained at paragraph 1.24 above, the Council still has to consider fully how to address the specific changes introduced by the National Planning Policy Framework. This includes, in relation to the identification of a five-year supply, the requirement to identify an additional buffer of 5% (NPPF, paragraph 47).

## Housing Land Requirement and Supply

- 5.7** The Council has assessed all the housing sites that were put forward and subject to full public consultation during the Issues and Options stage of this Plan. This assessment included measuring the sustainability, location, delivery and infrastructure needs of each site.

- 5.8** The assessment concentrated on two key factors; firstly, the representations the Council received on each site during the last stage of consultation, and secondly, the need to identify sufficient land to meet the Council's housing supply requirement set out in the Central Lancashire Core Strategy.
- 5.9** In accordance with the development distribution principles included within the Central Lancashire Core Strategy, this Plan aims to focus development within and adjacent to the Preston Urban Area to maximise access to services, facilities, employment and to increase travel choices. The priority is to redevelop vacant, under-used and previously developed sites. However where insufficient previously developed sites are available, appropriate greenfield sites will be released.
- 5.10** The Council has allocated land for **5,168** houses, as set out in **Policy HS1**. This includes new allocations and major sites for development that will be led by housing development. Appendix D and **Policy HS2** set out the proposed phasing periods for these sites. The sites listed within **Policy HS1** are in locations that accord with the Central Lancashire Core Strategy and have a reasonable prospect of being available and developed at the phase envisaged.
- 5.11** To meet the remaining requirement (3,240), there are existing housing commitments established through planning permissions totalling **2,104** new housing units. The Council would also expect to see some windfall developments on sites that have not yet been identified, to add some flexibility.
- 5.12** The net completion and outstanding planning permission figures used to establish the Plan Period housing requirement are accurate to a base date of 1<sup>st</sup> April 2011. Although the 1<sup>st</sup> April 2011 – 31<sup>st</sup> March 2012 monitoring period has now passed, the Council is still in the process of updating housing completion and new planning permission records. The Publication stage of this Plan, scheduled for later this year, will fully update the housing records to a base date of 1<sup>st</sup> April 2012.
- 5.13** Finally, a contribution of **1,200** will come from the re-use of empty homes within the existing urban area. At 1<sup>st</sup> February 2012 there were 1284 long term empty properties in Preston, representing 2.12% of the housing stock. The wards with the highest numbers of long term empty properties are Town Centre (144), St Matthews (127) and Riversway (105) – these wards, along with Ashton and College have over 3% of their total housing stock empty.
- 5.14** This positive approach to the re-use of empty homes is fully endorsed by the National Planning Policy Framework, in terms of making effective use of existing housing stock, as an important source of new housing.

## Allocation of Housing Sites

- 5.15** **Policy HS1** allocates land/sites for new housing. The appropriate phasing of these sites is shown in **Policy HS2** and Appendix D. A more detailed description of each new allocation immediately follows **Policy HS1**.

## Policy HS1 Allocation of Housing Sites

The sites listed below (and as shown on the Proposals Map) are allocated for housing development (and related infrastructure which is to be delivered through CIL and/or developer contributions).

The allocated housing land equates to an estimated total of **5,168** houses over the Plan Period.

Ref	Site	Area (ha)	Units
HS1.1	Cottam (Hall & Former Brickworks)	69.85	1,300
HS1.2	East Cliff Office Complex, East Cliff	1.26	50
HS1.3	Land at Boyse s Farm & Eastway	56	450
HS1.4	Land Bounded by Garstang Road/ Eastway/Sandyforth Lane/M55	26	300
HS1.5	Land Bounded by Sandyforth Lane/ Lightfoot Lane/Sandy Lane/M55	99.50	1,400
HS1.6	Land West of Sandy Lane	64.50	350
HS1.7	Lancashire Fire & Rescue HQ, Garstang Road	1.50	40
HS1.8	Argyll Road Depot	4.30	300
HS1.9	Parker Street	1.30	50
HS1.10	Former Spar Distribution Depot, Blackpool Road	12.38	23
HS1.11	Eastway Nurseries, Eastway	1.45	24
HS1.12	Tetrad, New Hall Lane	2.85	114
HS1.13	Skeffington Road/Castleton Road	0.96	38
HS1.14	Deepdale Mill, Deepdale Mill Street	0.71	28
HS1.15	Shelley Road/Wetherall Street	0.67	27

Ref	Site	Area (ha)	Units
HS1.16	Stagecoach Bus Depot, Selbourne Street	0.79	32
HS1.17	Goldenhill School, Cromwell Road	0.90	20
HS1.18	Truro Place	0.50	20
HS1.19	Former Tulketh Community Sports College, Tag Lane	1.31	30
HS1.20	Brethrens Meeting Room, Egerton Road	0.50	12
HS1.21	Preston College, Park Campus, Moor Park Avenue	0.90	30
HS1.22	Land East of Longridge Road, Ribbleson	0.70	35
HS1.23	Land North of Tom Benson Way	1.33	30
HS1.24	Land off Blackpool Road/Dodney Drive	12.04	145
HS1.25	Land South of Stoney Butts/North of Riversway	4.20	40
HS1.26	Land off Whittingham Road, Longridge	18.93	280
<b>Total:</b>		<b>385</b>	<b>5,168</b>

## Allocation of Housing Land: Site Descriptions

### HS1.1 Cottam (Hall & Former Brickworks)

**5.16** For this allocation see Chapter 4: Areas for Development.



### **HS1.2 East Cliff Office Complex, East Cliff**

- 5.17** The site is located on East Cliff, south of the railway station and Fishergate Shopping Centre, within Preston City Centre. The site is owned and currently occupied by Lancashire County Council. Given the constraints on the site i.e. relocation of staff and re-use of the existing building, it is not envisaged that the site could come forward in the short term.
- 5.18** Given the City Centre location, it is envisaged the site could come forward for higher density development (flats/apartments), and as such it is estimated could contribute approximately 50 units.

### **HS1.3 Land at Boyse's Farm & Eastway**

### **HS1.4 Land Bounded by Garstang Road/Eastway/ Sandyforth Lane/M55**

### **HS1.5 Land Bounded by Sandyforth Lane/Lightfoot Lane/Sandy Lane/M55**

### **HS1.6 Land West of Sandy Lane**

- 5.19** For these allocations see Chapter 4: Areas for Development.

### **HS1.7 Lancashire Fire & Rescue HQ, Garstang Road**

- 5.20** This site is within the broad area defined as North West Preston Strategic Location. The site, fronting Garstang Road, is currently in use, and at 1.5ha in total, could contribute approximately 40 new homes. Given the site is currently in use, and the subsequent redevelopment

requirements if it was to come out of use, it is not anticipated to come forward until later in the plan period (up to 2021).

### **HS1.8 Argyll Road Depot**

- 5.21** The site is owned, and currently occupied, by Preston City Council. Along with the adjacent Preston Bus site, fronting Deepdale Road, the site covers a total of 4.3ha. The Council has set aside funds to undertake a feasibility study for redevelopment of the site. The site is previously developed and located within an established residential area.
- 5.22** It is envisaged that the site could accommodate up to 300 new homes, incorporating a significant contribution of affordable housing/starter homes.

### **HS1.9 Parker Street**

- 5.23** The site is currently in use for light industrial uses and is located within an area of mixed employment/residential uses within the Ashton area. Given the site is currently in use, it is not envisaged to come forward for redevelopment in the short term, residential would however be a favourable re-use. The site measures approximately 1.3ha and could accommodate up to 50 units as part of a higher density development.

### **HS1.10 Former Spar Distribution Centre, Blackpool Road**

- 5.24** The Former Spar Distribution Centre site is now vacant following relocation of the business to Preston East

Employment Area. The site fronts Blackpool Road, and covers 12.38ha. Planning permission has been granted for the redevelopment of the site for a mixture of uses, including a new supermarket, 23 (net) new homes and community uses.

#### **HS1.11 Eastway Nurseries, Eastway**

- 5.25** This is a former nursery, now vacant, 1.45ha site situated immediately adjacent to Eastway and within a suburban residential area. The previously developed site is suitable for lower density housing, and as such, it is estimated that it could accommodate in the region of 24 new homes.

#### **HS1.12 Tetrad, New Hall Lane**

- 5.26** The site is within an existing employment area, and was formerly allocated for employment uses in the Local Plan. The site is surrounded by a mixture of uses, with residential dominating. In 2008 the Council resolved to approve a planning application (subject to a Section 106 Agreement) for a total of 170 units on the site. The principle of residential use has therefore already been established.
- 5.27** Despite an approval for 170 units on the site (80 of which were apartments), the potential capacity of the site is estimated at 114 units.

#### **HS1.13 Skeffington Road/Castleton Road**

- 5.28** The site is an existing employment site within the Deepdale area of the City. Covering approximately 0.96ha, the site is

currently in use, but could provide approximately 38 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

#### **HS1.14 Deepdale Mill, Deepdale Mill Street**

- 5.29** The site is an existing employment site within the Deepdale area of the City. Covering approximately 0.71ha, the site is currently in use, but could provide approximately 28 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

#### **HS1.15 Shelley Road/Wetherall Street**

- 5.30** The site is an existing employment site within the existing urban area. Covering approximately 0.67ha, the site is currently in use, but could provide approximately 27 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

#### **HS1.16 Stagecoach Bus Depot, Selbourne Street**

- 5.31** The site is an existing employment site within the Frenchwood area of the City. Covering approximately 0.79ha, the site is currently in use, but could provide approximately 32 new homes as part of a higher density

housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

#### **HS1.17 Goldenhill School, Cromwell Road**

- 5.32** A former school site, currently vacant following relocation to a site in South Ribble. The site is under the ownership of Lancashire County Council, and covers just under 1ha of land. Former school buildings currently occupy the site, and there may be potential for re-use of parts of the site, along with an element of new build housing. It is estimated that, accounting for some re-use of existing buildings, the site could accommodate approximately 20 units.

#### **HS1.18 Truro Place**

- 5.33** This 0.5ha site is situated within St Matthews ward between New Hall Lane and Ribbleton Lane. The site is currently undeveloped. A planning application for 20 affordable houses was submitted to the Council in September 2011, and has now been approved.

#### **HS1.19 Former Tulketh Community Sports College, Tag Lane**

- 5.34** This is a 1.31ha site that could deliver approximately 30 units as part of a lower density residential development. The site is previously developed and currently occupied by school buildings which became vacant following the merger of the school with Fulwood High School and Arts College.

#### **HS1.20 Brethrens Meeting Room, Egerton Road**

- 5.35** This site is currently in use and is situated to the rear of several large detached properties on the corner of Egerton Road and Pedders Lane, Ashton. The site is within an area of lower density housing, and as such could potentially accommodate a total of 12 units.

#### **HS1.21 Preston College, Park Campus, Moor Park Avenue**

- 5.36** The site measures 0.9ha, and is a previously developed site within the main urban area. Occupied by Preston College the sites last use is for educational purposes. Planning permission for 30 three storey terraced houses was approved on the site in 2011, involving demolition of the buildings currently occupying the site.

#### **HS1.22 Land East of Longridge Road, Ribbleton**

- 5.37** The site is situated within an existing residential area and operates as a light industrial location. In the absence of any historic allocation for such uses, the most appropriate use for the site is residential. Outline planning permission has recently been approved for 35 dwellings on the site.

#### **HS1.23 Land North of Tom Benson Way**

- 5.38** This irregular shaped greenfield site measures 1.33ha in total and sits just north of Tom Benson Way and south of the Cottam (**HS1.1**) allocation. The site is a suitable housing

allocation and adjoins existing suburban residential areas. The site could accommodate approximately 30 units.

#### **HS1.24 Land off Blackpool Road/Dodney Drive**

- 5.39** This is a greenfield site, measuring over 12ha, located on the edge of the main urban area in Lea, north of Riversway. The northernmost third of the site is within Flood Zone 3; therefore development for residential uses on this part of the site should be avoided. A considerable proportion of the site is however not at risk of flooding, and it is estimated approximately 145 units could be delivered on the site. Access constraints will also have to be overcome.

#### **HS1.25 Land South of Stoney Butts/North of Riversway**

- 5.40** This is a 4.2ha undeveloped, greenfield site situated in the south western part of the existing urban area. The site sits immediately adjacent to an approved residential development at Ryelands Crescent/Thurnham Road that is nearing completion.
- 5.41** The site sits within Flood Zone 2. Whilst this does not preclude residential development of the site, it is an important consideration that will need to be appropriately dealt with in the preparation of a planning application for the site.

#### **HS1.26 Land off Whittingham Road, Longridge**

- 5.42** This is a large part greenfield/part previously developed site adjacent to the built up area of Longridge. In total, the site

covers nearly 19ha and could accommodate approximately 280 new homes during the plan period. Infrastructure requirements would be associated with the development of this site, given the constraints on the highway network surrounding the site, and beyond.

#### **Phasing, Delivery & Monitoring of Housing Land Supply**

- 5.43** The Council proposes a phasing policy to ensure a steady supply of housing land across Preston throughout the Plan Period. Phasing the release of new housing allocations will also secure the necessary infrastructure and service requirements enabling sustainable patterns of development.
- 5.44** In phasing the release of sites consideration will be given to factors such as the provision of infrastructure or the adequacy of existing services, which may indicate that a particular site cannot be released for development until a certain stage in the plan period. Such a phasing policy is best expressed in terms of fairly broad time periods.
- 5.45** Under Core Strategy Policy 4: Housing Delivery and Site Allocations **Policy HS1**, the Council will review targets relating to housing completions or the use of previously developed land every year and adjust the phasing of sites included in Appendix D as appropriate to achieve a better match between the required targets and delivery.
- 5.46** The Council has identified three phases which are as follows:

**Phase 1: 2011-2016**

**Phase 2: 2016-2021**

**Phase 3: 2021-2026**

- 5.47** The phasing of units is indicative and has been informed by housing land monitoring work, which records the number of units with planning permission and under construction; the 2012 Central Lancashire Strategic Housing Land Availability Assessment (SHLAA) Update; and, other site specific information about the deliverability and sustainability of sites.
- 5.48** A number of sites already have planning permission, most of which have been included in Appendix D. Whilst it is likely that most of these will be built during the next few years, should any of these applications lapse, applications for their renewal will be considered in light of the Core Strategy, other policies and current build rates in Preston.
- 5.49** **Policy HS2** and Appendix D identify the phasing of sites throughout the Plan Period and the total number of units to be delivered in each phase. In phasing sites, account has been taken of the likely timescale for delivery bearing in mind the need for supporting infrastructure and the need to, wherever possible, prioritise previously developed land.
- 5.50** **Policy HS2** does not override the statutory requirement to keep plans under review. House building activity will be monitored and measured annually against the phasing in this policy. As monitoring is carried out, it may be necessary to move sites between phases, for example, if insufficient sites in Phase 1 are being developed, sites from Phase 2

can be moved forward to maintain supply. Conversely, if more housing development is occurring through windfall development, greenfield sites can be moved into later phases. There may also be occasions where sites in later phases require, due to their size or infrastructure requirements, a greater lead in time. Where a longer lead in time can be justified, such sites may be released in advance of the phase in which they are identified to come forward.

### **Policy HS2 Phasing, Delivery and Monitoring**

The release of housing sites, as shown in Appendix D will be managed in order to:

- Meet the scale of development required over the Plan Period.
- Ensure the scale and timing of development is co ordinated with the provision of new infrastructure that is required.

Sites will be released for development in the following three phases:

**Phase 1: 2011 2016 (Total: 2834)**

**Phase 2: 2016 2021 (Total: 3501)**

**Phase 3: 2021 2026 (Total: 2122)**

Annual monitoring of the delivery of housing will be undertaken. This will include a review of the sites and phasing within Appendix D and aim to ensure a rolling five year supply of deliverable sites is maintained within a 15 year time horizon. If sites allocated to particular phases do not deliver as predicted, sites may be brought forward from later phases and others put back.

**5.51** The phasing of housing land, as shown in policies **HS1** and **HS2**, and Appendix D, demonstrate how proposed new site allocations and existing commitments together contribute to meeting the housing requirement in Preston over the next 15 years.

**5.52** Wherever possible the Council will seek to bring forward previously developed sites within the first five years. However, due to delivery issues with previously developed land, greenfield land also needs to be brought forward at an early stage. The larger greenfield sites are however dependent on the delivery of significant infrastructure projects.

**5.53** The pace of housing delivery will be monitored annually, based on economic factors and build rates. Depending on the results of monitoring, it may be necessary to adjust the phasing of sites – this might include looking at whether sites phased for future years can be brought forward if the delivery of homes in earlier phases is delayed.

### **Green Infrastructure Provision in New Housing Developments**

**5.54** The Central Lancashire Core Strategy highlights the importance of ensuring that everyone has the opportunity to access sport, recreation and open space facilities, including childrens play. The Council is required to produce minimum local standards for provision of such facilities, based on quantitative needs, accessibility and qualitative factors and seek developer contributions (either in the form of new

provision or financial payment in lieu) where new development would result in a shortfall in provision.

**5.55** An Open Space Study and Playing Pitch Strategy are currently being produced jointly with South Ribble and Chorley Council's, which will provide up-to-date information on local needs and help to define standards required in development.

**5.56** To ensure that new housing development delivers appropriate green infrastructure, the Council have set out interim standards, and these are set out in **Policy HS3**. These standards are sourced from the latest available evidence contained within the Council's *'Open Space, Indoor and Outdoor Sport and Recreation Study'*, produced in September 2007.

**5.57** **Policy HS3** is based on Central Lancashire Core Strategy Policies 18 (Green Infrastructure) and 24 (Sport and Recreation), and the Council's Open Space Study. It is in keeping with the National Planning Policy Framework.

**5.58** The key objectives of this policy are:

- i. To ensure the open space, sport and recreation needs generated by new housing development are met.
- ii. To ensure new housing development does not result in deficiencies in the amount and availability of open space, sport and recreational facilities.
- iii. To increase leisure opportunities for young people.

### Policy HS3 Green Infrastructure in New Housing Developments

All new residential development resulting in a net gain of 5 dwellings or more will be required to provide sufficient public open space to meet the recreational needs of the development, in accordance with the standards set out below:

Typology	Provision Standard
Parks, gardens & recreation grounds	2.62ha per 1000 population
Natural & semi natural greenspace	1.35ha per 1000 population
Amenity open space	0.41ha per 1000 population
Provision for children and young people	0.25ha per 1000 population
Allotments	0.18ha per 1000 population
Outdoor sport	0.98ha per 1000 population
<b>City Wide Total</b>	<b>5.53ha per 1000 population</b>

Green infrastructure will normally be provided on site. Off site provision will be at the Council's discretion delivered by developer contributions.

The above standards will be replaced when the Open Space Study and Playing Pitch Strategy referred to in paragraph 5.55 have been completed.

### Affordable Housing

**5.59** Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.

**5.60** This Plan does not include an affordable housing policy, since the Central Lancashire Core Strategy includes a policy dedicated to this issue – Policy 7 – which sets a target of 30% affordable housing to be sought from market housing schemes, 35% from schemes in rural areas and villages, and 100% on all exception sites.

**5.61** There will also be an Affordable Housing Supplementary Planning Document to offer further guidance.

### Rural Exception Affordable Housing

**5.62** The NPPF says that, in rural areas, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs particularly for affordable housing, including through rural exception sites. Any such housing should be located where it will enhance or maintain the vitality of rural communities

**5.63** This Plan does not allocate any sites for housing development in rural areas, either within or adjacent to the villages listed in paragraph 4.26. To do so, would contradict the settlement hierarchy established in the Central Lancashire Core Strategy, which states that development in villages will typically be small scale.

**5.64** However, the Council recognises that there may be exceptional circumstances where new housing in rural areas is justified to meet the needs of local people. Proposals for new housing in rural areas should be supported by a comprehensive needs assessment of the local area. On occasions where a need for new housing is established, in accordance with the NPPF and the Central Lancashire Core Strategy, opportunities for small-scale development within village boundaries to meet this need should be considered first.

**5.65** Where justified development cannot be accommodated satisfactorily within village settlements, sites adjoining the village boundaries (as shown on the Proposals Map) may be considered. Such sites will be considered as Rural Exception Sites, and **Policy HS4** will apply.

#### **Policy HS4 Rural Exception Affordable Housing**

New housing development adjoining the villages of Barton, Broughton, Goosnargh, Grimsargh, Lea Town and Woodplumpton may be permitted in exceptional cases, for affordable housing, where a need has been identified as a result of a comprehensive needs assessment for the local area.

Such affordable housing should be for occupancy by households meeting one or more of the following criteria:

- a) existing local residents on the housing waiting list;
- b) people whose work provides important services in the village, and who need to live closer to the local community;
- c) people with the offer of a job locally who cannot take up the offer unless affordable housing were available.

#### **Agricultural Workers Dwellings**

**5.66** The normal restrictions placed on new housing provision outside existing villages described in the previous section may be overcome if an essential need can be justified in connection with agricultural purposes. However, the Council will only permit new agricultural workers dwellings where evidence is available to suggest the development is essential.

**5.67** If a new dwelling is shown to be functionally essential to the operation of an existing, or proposed, appropriate rural activity, it should be situated close to existing buildings to minimise the impact on the landscape character of the open countryside. The availability of alternative accommodation in the vicinity of the site, or in nearby settlements, will be a factor in determining planning applications where this would provide suitable accommodation.

**5.68** Applications for removal of occupancy restrictions on existing agricultural workers dwellings must show that there has been a genuine change in circumstance and that there is no demand for such dwellings in the locality.



## Policy HS5 Agricultural Workers Dwellings

In the open countryside, outside the defined settlements shown on the Proposals Map, new dwellings will only be permitted where it can be demonstrated that there is an essential need for worker(s) to live on, or in the immediate vicinity of, the site in the interests of agriculture, forestry or other rural employment.

Proposals for such dwellings will be considered taking the following matters into account:

- a) the functional need for the worker(s) to live nearby;
- b) the availability and suitability of existing accommodation in the local area (consent will not be granted where residential buildings, formerly within the same ownership have recently been disposed of);
- c) the siting and scale of the proposed dwelling (which should be closely related to existing buildings or minimise impact on the landscape);
- d) the number of years the activity has been established, its relative financial soundness and prospects for continued soundness. Or, where the new dwelling is proposed to support a new rural enterprise, evidence that the new activity has been planned on a sound financial basis.

Conditions restricting the occupancy of existing agricultural workers dwellings will only be removed where:

- a) an essential need no longer applies;
- b) the dwelling has been occupied for at least five years in accordance with the terms of the original planning permission, and;
- c) the dwelling has been offered for sale on the open market for at least 12 months, taking account of the occupancy restrictions, and no reasonable offers have been refused.

## Replacement Dwellings in the Open Countryside

- 5.69** Guidance on the replacement of dwellings in the open countryside is contained within Interim Policy Statement 4 (IPS4), adopted by the Council in June 2007.
- 5.70** IPS4 will be replaced by the Rural Development Supplementary Planning Document (SPD) in due course. Until such a time as the Rural Development SPD is adopted, IPS4 will remain in force and will continue to be used in the determination of relevant planning applications.
- 5.71** Given the detailed guidance and advice on replacement dwellings in the open countryside contained within IPS4, and the Draft Rural Development SPD, no policies are proposed to be included in this Plan.

## Gypsy and Traveller and Travelling Showpeople Accommodation

- 5.72** This Plan does not propose to allocate any sites for gypsies, travellers or travelling showpeople. In accordance with latest Government policy<sup>2</sup>, the Council will prepare a robust evidence base to establish the permanent and transit site accommodation needs of the traveller community, and where a need is identified the Council will prepare a specific Development Plan Document to address it. In the meantime, if applications for such sites are received, they will be assessed against Policy 8 of the Central Lancashire Core

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<sup>2</sup> Planning Policy for Traveller Sites, DCLG, March 2012

Strategy, which is a criteria-based policy to assess applications for such development.

### Student Accommodation and the University of Central Lancashire

- 5.73** The continued, developing presence of the University of Central Lancashire in Preston is considered to be of great importance in ensuring that the workforce of Preston, and Central Lancashire, has the skill base needed to maximise the area's economic potential. The University also provides a vital source of higher education for local residents, and those from outside the area.
- 5.74** The University has expanded rapidly over the last decade and now has over 30,000 students. Continued growth of the University, whilst fully supported by the Council, provides challenges in ensuring sufficient accommodation is available to house students who wish to study in the City.
- 5.75** To help ensure that adequate provision is made for the expansion of the University and that proposals for further student accommodation do not have an adverse impact on the main residential areas of Preston, the area identified as **HS6** on the Proposals Map, and corresponding **Policy HS6** will apply to proposals associated with the University, including student accommodation.
- 5.76** The area identified as **HS6** on the Proposals Map, sits adjacent to the area defined as the New Central Business District (CBD) for Preston, the subject of an SPD adopted by the Council in April 2011, and available to view at

[www.preston.gov.uk/newcbd](http://www.preston.gov.uk/newcbd). One of the main objectives of the SPD is to harness the University's specialism and help to retain graduates of the University by promoting specialist and knowledge based industries within the New CBD area, whilst also allowing an element of new student accommodation.

#### Policy HS6 University of Central Lancashire

Within and adjoining the area defined as HS6 on the Proposals Map, development will be permitted for educational uses (D1, D2 or C1), or any other appropriate complementary uses, including knowledge based and creative industry, that relate to the operation of the University, or welfare of staff and students.

Outside the area defined as HS6 on the Proposals Map, proposals for student accommodation will need to be justified and will be considered taking the following matters into account:

- a) the existing supply of and need for student accommodation (including vacancies), gaps in the market and provision for accommodation of students with special needs;
- b) the type of accommodation proposed and whether it will provide a beneficial alternative to the existing stock of student accommodation in the area;
- c) the surrounding land uses, whether they are residential dwellings, and the level of facilities available in the area;
- d) the accessibility of public transport provision in the area.

The Council will seek the views of the University for all new student accommodation proposals.

**5.77** The growth and expansion of the University is of great importance to the City and the wider Central Lancashire area. The mixture of uses encouraged within the area identified as HS6 on the Proposals Map, along with the mixture of uses promoted within the adjacent New CBD area will facilitate graduate retention and help to harness the full economic benefits of a rapidly expanding university.

**5.78** Nevertheless, this growth requires careful management. The encroachment of student accommodation into residential areas outside the HS6 area could have an adverse impact on the character of neighbourhoods and amenity of residents.

**5.79** As such proposals for student accommodation outside the HS6 area will be strictly controlled and subject to the criteria set out in **Policy HS6**. Criteria (a) – (d) in **Policy HS6** will ensure that new student accommodation outside the defined area:

- i. Does not result in an over-supply of student accommodation and increase vacancy levels of existing accommodation within the defined area;
- ii. Provides a tenure and type of student accommodation that will add to the current portfolio e.g. accommodation to provide for students with special needs;
- iii. Does not have an adverse impact on existing residential neighbourhoods;
- iv. Is located in an area well served by public transport.

## Houses in Multiple Occupation (HMO's)

**5.80** In October 2010 the Government amended legislation to allow the change of use from single houses to Houses in Multiple Occupation (HMO's) to take place without the need for planning permission. A high concentration of HMO's in a particular area can lead to adverse impacts on the amenity of residents through issues relating to parking, general noise and disturbance for example.

**5.81** In order to establish a level of control over the concentration of HMO's, the Council is proposing an Article 4 Direction in areas deemed most vulnerable to the detrimental changes associated with such conversions. These areas are particularly vulnerable because they are dominated by terraced housing and narrow streets; have little, if any, off street car parking and have minimal space for refuse/recycling storage within the curtilage of the properties.

**5.82** The Article 4 Direction will remove the permitted development rights for properties for parts of the following wards (for more information about this Article 4 Direction and maps of the precise areas covered please see the Councils website [www.preston.gov.uk](http://www.preston.gov.uk)):

- Ashton
- Deepdale
- Moor Park
- Riversway
- St Georges
- Town Centre

- Tulketh
- University

**5.83** Planning applications for the conversion of properties into HMO's within the defined areas discussed in paragraph 5.82 will be assessed against **Policy HS7**.

### **Policy HS7 Houses in Multiple Occupation**

The Council will allow proposals for the conversion of buildings into multiple occupancy units, provided that:

- a) the proposal does not erode the amenity of neighbouring properties and the character and appearance of the surrounding area;
- b) the property is deemed suitable for conversion without the need for any substantial extensions that would have a detrimental impact on amenity of neighbouring properties and the character and appearance of the area;
- c) the proposal would not lead to an unacceptable over concentrated use of the property and site;
- d) an adequate amount of garden/outdoor amenity space is provided to meet the needs of residents;
- e) the site can accommodate the necessary parking and manoeuvring areas in a way which preserves residential amenity and the quality of the street scene, and;
- f) adequate refuse and recycling facilities, including appropriate storage space, is provided.

## 6. Delivering Economic Prosperity

### Core Strategy Objectives

- To ensure there is a sufficient range of locations available for employment purposes.
- To secure major retail and leisure investment for Preston City Centre to enable its function as an alternative shopping and commercial destination to Manchester and Liverpool.
- To create, enhance and expand tourist attractions and visitor facilities in the City, town centres and appropriate rural locations.
- To sustain and encourage appropriate growth for rural businesses, taking into account the characteristics of the urban fringe and wider countryside.
- To ensure appropriate education facilities are available and skills deficiencies are addressed.

### Key Core Strategy Policies

- Policy 9: Economic Growth and Employment
- Policy 10: Employment Premises and Sites
- Policy 11: Retail and Town Centre uses and Business based Tourism
- Policy 12: Culture and Entertainment Facilities
- Policy 13: Rural Economy
- Policy 14: Education

### Issues & Options: What did you say?

- Create small employment sites in rural areas to replace employment sites lost to housing.
- No need for a duplication of food stores already in Preston centre
- No requirement to allocate sites other than those close to University of Central Lancashire's City Centre Campus and University Sports Arena at Cottam for Higher Education.

### Introduction

**6.1** The long term sustainability of Preston depends on developing the local economy and providing enough jobs for existing and future generations. Economic growth is essential to assist with the restructuring of the local economy, to attract new firms to Preston, help existing companies expand, foster the creation of new firms and at the same time reduce dependence on the private car for work.

**6.2** In the interest of sustainable development, as well as economic, environmental and social well-being of Preston's residents, it is important that greater employment opportunities are created or facilitated within the City. The creation of employment opportunities is strongly linked to the availability of suitable sites for employment.

### Employment Site Allocations

**6.3** Core Strategy Policy 9 identifies the potential for economic growth within the area and the opportunity to provide enough jobs and services if employment land is made available. The Core Strategy sets out the areas of economic land required within the B Use Classes B1 (Business); B2 (General

Industrial) and B8 (Storage and Distribution) over the period to 2026 (see table 2: employment land supply requirements). This can come from the re-use of vacant premises, re-development of existing employment sites or areas, as well as new development sites.

**Table 2: Employment Land Supply Requirements**

Land Supply	Hectares
<b>Core Strategy Preston Employment Requirement 2009-2026</b>	<b>131</b>
Employment Completions 2009-2010 (as at 31.03.10)	7.23
Residual Requirement	123.77
Current Local Plan Allocations	4.40
Commitments on Unallocated Sites	75.61
Proposed New Allocations	50.44
<b>Total Employment Land Supply</b>	<b>130.45</b>

- 6.4 Core Strategy Policy 1 (a)(ii) suggests growth and investment are to be concentrated in the northern suburbs of Preston, focussing on Local Centres, with greenfield development within the Cottam Strategic Site and the North West Preston Strategic Location.
- 6.5 Core Strategy Policy 9 (b) and (c) identifies regional and sub-regional office developments will be acceptable in Preston City Centre including the Central Business District and the Tithebarn Regeneration Area. These two locations, in addition to regeneration opportunities in Inner East Preston, are the focus for growth and investment opportunities in Core Strategy Policy 1. The allocation of sites suitable for such regional and sub-regional office developments within the

Central Preston Strategic Location will be allocated through the City Centre Area Action Plan.

- 6.6 Core Strategy Policy 1 (b)(iii) directs some employment growth and investment to Longridge, therefore reflecting the role of Longridge as a Key Service Centre in the Ribble Valley.
- 6.7 Core Strategy Policy 1 (d) (ii) and (iii) also identifies Preston East/Millennium City Park and Riversway, respectively, as employment sites for sub-regionally significant developments.
- 6.8 Existing employment allocations in the local plan have been reviewed and only those that are truly suitable, achievable and deliverable are proposed to be carried forward for a purely employment allocation. The viability of other sites for an element of employment use has been enhanced with proposals for mixed use. Additional good quality employment sites have been identified to meet the Core Strategy employment supply requirement while a number of sites such as Deepdale Mill have been de-allocated for employment use and proposed for housing.
- 6.9 It is important to protect all new allocations for employment including greenfield sites which have no previous employment use on site and therefore the Council will expect all allocated sites under Policy EP1 to also be covered by criteria (a) to (h) of the Core Strategy Policy 10.

## Policy EP1: Employment Site Allocations

The following sites shown on the Proposals Map are allocated and protected for business, general industrial or storage and distribution (Use Classes B1, B2 or B8 respectively) in the period 2010 2026. The Council will require a masterplan or development brief on sites identified with an \*(M/DB). Sites identified with # also have additional land allocated for housing as part of a mixed use development.

Location	Hectares	Use Class
<b>Current Local Plan Allocations</b>		
EP1.1 Former Whittingham Hospital #	1.40	B1
EP1.2 Red Scar Site H	3.00	B2, B8
	<b>4.40</b>	
<b>Commitments on Allocated Sites</b>		
EP1.3 Preston East Employment Area	34.89	B2, B8
EP1.4 Red Scar Industrial Estate	24.06	B2, B8
EP1.5 Millennium City Park	3.50	B2, B8
EP1.6 Site at Junction 31A M6 West Loop	4.32	B1(b), B1(c)
EP1.7 Land North of Eastway (formerly Broughton Business Park) #	4.68	B1
EP1.8 Deepdale Street/Fletcher Road	0.49	B1, B2, B8
EP1.9 Riversway	1.37	B1, B2, B8
Hill Street Site	This site will be allocated through the City Centre Area Action Plan	
Ringway/Falkland Street	This site will be allocated through the City Centre Area Action Plan	
	<b>73.31</b>	
<b>Proposed New Commitments</b>		
EP1.10 Preston East Junction 31A M6*	25.50	B2, B8
EP1.11 Roman Road Farm*	24.94	B2, B8
	<b>50.44</b>	
<b>Employment Allocations Total</b>	<b>128.15</b>	

## Employment Land Allocations Site Descriptions

### Local Plan Allocations

#### EP1.1 Former Whittingham Hospital

- 6.10** This site, the former Whittingham Hospital located on Whittingham Lane, Goosnargh, is allocated for the provision of business or industrial development in line with Preston Local Plan Policy W1, with use class B1 listed as an appropriate class of use. This former NHS owned site is now owned by the Homes and Communities Agency (HCA). The HCA have worked with partners Taylor Wimpey to secure planning permission for a mixed use development, allocating 9000 square metres for business (Class B1) use.

#### EP1.2 Red Scar Site H

- 6.11** This site, measuring 3 hectares, is allocated for business or industrial development under Preston Local Plan Policy W1, with B1, B2 and B8 development listed as appropriate classes of use. The site is located on the southern edge of the Red Scar Industrial Estate within a designated Biological Heritage Site designation (Preston Local Plan Policy DC7). Mitigation against any negative impact on the Biological Heritage Site has been sought through landscaping and ecological measures indicated in the illustrative site masterplan and aided by the development of Pope Lane Field Nature Reserve to the south of the site.

## Commitments on Allocated Sites

#### EP1.3 Preston East Employment Area

- 6.12** This site is located adjacent to and stretches to the east of the east loop of Junction 31A of the M6 and is designated as a business and industrial land commitment in the Preston Local Plan. This large and regularly shaped 34.89 hectare site is owned by the Homes and Communities Agency (HCA).

#### EP1.4 Red Scar Industrial Estate

- 6.13** This large regular shaped site, measuring 24.06 hectares, is located to the east of the M6 adjacent to Millennium City Park and Roman Way Industrial Estate and is accessible from Longridge Road (B6243) and from Junction 31A of the M6 via Bluebell Way (B6242). The site is allocated as a business and industrial commitment in the Preston Local Plan with business (Class B1), general industry (Class B2) and storage and distribution (Class B8) listed as appropriate classes of use. The southern edge of the site is within a Biological Heritage Site designation (Preston Local Plan Policy DC7). Mitigation has been sought to prevent any negative impacts on the Biological Heritage Site caused by the development of this site, through the development of the Pope Lane Field Nature Reserve to the south of the site and through the illustrative site masterplan.
- 6.14** Outline planning permission was granted in 2006 for an extension, to the south and to the east, of Red Scar Business Park for general industrial uses (Class B2) and storage and distribution uses (Class B8) including landscaping and the creation of an ecological habitat. An illustrative masterplan was submitted with a reserve matters submission in 2009.



### **EP1.5 Millennium City Park**

- 6.15** Land at Millennium City Park, measuring 3.5 hectares is designated as a business and industrial commitment in the Preston Local Plan. This flat and regularly shaped employment site is to the east of the M6, south of Junction 31A, near to Red Scar Industrial Complex and Preston East Employment Area. The site has a purpose built internal road network and access is gained from Bluebell Way (B6242). The site is in multiple ownerships. Development of this site will assist in improving the economic activity of the area.

### **EP1.6 Site at Junction 31A M6 West Loop**

- 6.16** This site, measuring 3.94 hectares, is allocated for a mixed use of business/industrial and leisure on the Proposals Map of the Preston Local Plan and is subject to policies W1 (provision for new business and industrial development) and CLF1 (large scale leisure facilities). This site is located at Junction 31A of the M6 in the western loop of the highway infrastructure serving the M6. Access to this flat and regularly shaped site is good. The site is owned by the Homes and Communities Agency (HCA) and is currently under agricultural management pending development.

### **EP1.7 Land North of Eastway (formerly Broughton Business Park)**

- 6.17** This greenfield site, measuring a total of 24.68 hectares, is allocated as a business and industrial commitment on the Proposals Map of the Preston Local Plan. The site is located to the north of Eastway and south of D'Urton Lane and is currently under agricultural management pending development. This large, regularly shaped plot will form part of

the North West Preston Strategic Location. It is proposed that the site is to be carried forward as a mixed use designation with 4.68 hectares allocated for employment uses. The site is owned by the Homes and Communities Agency (HCA).

### **EP1.8 Deepdale Street/Fletcher Road**

- 6.18** This site, measuring 0.49 hectares, is within the Deepdale Street/Fletcher Road Coal Yard and is subject to Policy SS23 (Deepdale Street/Fletcher Road Coal Yard) of the Preston Local Plan. The policy states that any redevelopment of the site should be carried out in a comprehensive manner, taking into account the proximity of the residential area to the north and the importance of the protected transport link. The policy favours development of the site for business, industrial or storage/distribution uses (B1, B2, B8) or sui generis rail related uses which make effective use of the railway for the transport of goods.

### **EP1.9 Riversway**

- 6.19** The allocation of employment land at Riversway is distributed between two sites, both are identified as business and industrial commitments in the Preston Local Plan and owned by Preston City Council. The first site is located on reclaimed dockland area on the north bank of the River Ribble, accessed from Lockside Road. Full planning permission was granted in 2005 for a mixed use development (Classes B1 and C3). This site is located within a Flood Zone 3 area so it will be necessary to demonstrate that flood alleviation measures already exist or will be provided by the developer.

**6.20** The second site is also located on reclaimed dockland area on the north bank of the River Ribble with access gained from Chain Caul Road.

**6.21** The River Ribble is a Biological Heritage Site and is subject to Policy DC7 of the Preston Local Plan. Any development of these sites should not have an adverse impact on the River Ribble Biological Heritage Site and would have to incorporate features to facilitate the movement of wildlife, due to the sensitive location of the sites bordering a wildlife corridor.

## **Proposed New Commitments**

### **EP1.10 Preston East Junction 31A M6**

**6.22** This area of undeveloped land, measuring 25.5 hectares, is located to the north of Junction 31A of the M6 adjacent to the well established Preston East Employment area. The site is owned by the Homes and Communities Agency (HCA) and is currently under agricultural management pending development. Due to the size of the site, and the surrounding sensitive land uses, a comprehensive development brief and masterplan would be required. In addition, it is likely that a 'buffer area/zone' would be imposed on the site to allow screening between the neighbouring dwellings and the employment site. The site has the potential to provide additional employment land; specifically this site would be suitable to accommodate storage and distribution (Class B8) uses to benefit from the site's close proximity to the M6 motorway network and existing Preston East Employment Area road infrastructure.

### **EP1.11 Roman Road Farm**

**6.23** This area of undeveloped land, measuring 24.5 hectares, is located to the east of Junction 31A of the M6, adjacent to the existing well established Roman Way Industrial Estate. This site has the potential to provide additional employment land and access can be gained easily from Longridge Road through the existing industrial estate. The site borders onto the Red Scar and Tun Brook Woods Site of Special Scientific Interest (SSSI) and the Tun Brook. It is imperative that development of this site would not destroy or damage the SSSI and that sensitive design and appropriate mitigation against any damage or destruction is sought. As such a comprehensive development brief and masterplan would be required.

### **All Employment Premises and Sites**

**6.24** A key feature of Government guidance and of the Preston, Chorley and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different sites for different employment users. A range of existing and proposed sites were evaluated into categories taking account of market attractiveness and other factors. Generally the modern estates and business parks scored highly on the assessment and are categorised 'Best Urban' or 'Good Urban'. Older individual premises generally scored less well being classed as 'Other Urban' premises, because they are less suited to modern needs. However, in the main these premises are quite acceptable to firms that use them and cater for businesses that require affordable accommodation with lower rental levels. These premises are invariably close to residential areas and close to local supplies of labour making journeys to work short and inexpensive.

### Protection of Existing Employment Areas

- 6.25** All existing 'Best Urban' and 'Good Urban' employment premises and sites last used for employment will be retained, in keeping with the Core Strategy Policy 10 – Employment Premises and Sites, which seeks to protect employment sites for employment use, and only release employment sites for housing/alternative uses where they are supported by a viability assessment and a marketing period of 12 months.
- 6.26** A Supplementary Planning Document will expand on the Policy 10 criteria and definition of employment uses, and will provide advice on viability, on marketing the re-use and redevelopment of a site/premises for employment purposes; on the costs of the work, and on the regeneration of the employment site. The SPD will also provide advice and information on price, tenure, advertisements, mixed use developments, non B-Use Class Developments will also include a Marketing campaign checklist.

### Policy EP2: Protection of Existing Employment Areas

Proposals for the redevelopment of Other Urban employment premises and sites, as shown on the Proposals Map, for non employment uses, will be exempt from the flowchart approach contained within the Re Use of Employment Premises Supplementary Planning Document.

Proposals on these sites will be subject to a balanced assessment against the criteria contained within Core Strategy Policy 9 and Policy 10.

## Shopping

### Retail Hierarchy

- 6.27** Core Strategy Policy 11 sets out Preston's shopping hierarchy of centres, indicating Preston City Centre as the principal shopping area in the City. In addition, there is a network of supporting Local Centres within Preston. Having a retail hierarchy protects the centres by focussing growth and investment, it is also important to encourage developments of an appropriate type and scale.
- 6.28** The retail hierarchy directs retail development and town centre uses to Preston City Centre. Retail development elsewhere in the City will be managed so as to not undermine this. Retail growth elsewhere will need to be limited to levels which are appropriate to the location. As regards to District and Local Centres, this allows a reasonable degree of flexibility as these have an important local community role and, generally, will serve a different purpose to the City Centre, with little or no conflict. Even so, care will be needed to avoid, for example, a single excessively large retail outlet which risks competing with the City Centre or undermining the healthy mix of functions within the Local Centre.

### Delivering the Retail Strategy

- 6.29** To maintain the balance between the role and function of Preston City Centre, District and Local Centres, the Council will apply the Sequential and Impact tests to new retail development, as set out in the National Planning Policy Framework. Guidance is also provided in Planning for Town Centres: Practice Guidance on need, impact and the sequential approach (2009). The Sequential Test requires

major retail, cultural and service development to be located on the most central sites in town/city centres before considering less central sites. The aim is to minimise the need to travel, provide a diverse range of services in one central location and make facilities accessible to all. This approach is intended to focus growth and investment in the City Centre and encourage developments of an appropriate type and scale.

- 6.30** The Impact Test sees proposals for retail related development assessed to ensure they would not detrimentally impact the function, vitality and viability of the City's hierarchy of centres. The Impact Test will be particularly relevant to edge-of-centre and out-of-centre proposals. In assessing vitality and viability consideration will be given to pedestrian flows, vacancy rates, numbers and range of facilities, quality of the urban environment and the general performance of the centre.
- 6.31** The retail strategy for Preston will be managed, allowing the largest development to be directed towards the City Centre, but also allowing flexibility for the market to respond to meeting needs of District Centres, Local Centres and other areas of the City where opportunities arise.

**City Centre Policies to be covered by a separate City Centre Area Action Plan**

## **Development and Change of Use in District and Local Centres**

- 6.32** The boundaries of the centres within Preston have all been reviewed to see if they are still fit for purpose. As a result of this review, a number of them have either been extended to include other retail and service uses outside the existing boundary, or tightened up to exclude other uses such as housing. Maps showing all retail boundaries can be found in Appendix F.
- 6.33** Core Strategy Policy 11(e) states that the Council will maintain, improve and control the mix of uses in the existing District and Local Centres. This will also apply to the proposed centres within the Strategic Sites so as to appropriately serve local needs. The Core Strategy proposes a new District Centre at the Cottam Strategic Site.
- 6.34** The Local Centres play an important role in Preston's retail hierarchy as well as acting as social centres and places as employment providing the function of convenience shopping and community facilities to a local area. The Local Centres within Preston vary in size, with some having only a handful of units and others being larger which support a number of local shops and basic services, meeting local residents' daily (top up) shopping needs. In rural areas, larger villages may perform the role of a local centre.
- 6.35** The scale and type of development proposed needs to directly relate to the role and function of that Centre and the proposal should not have a significant adverse impact upon the vitality and viability of Preston City Centre (or where appropriate,

other Local Centres). Specific sites will also need to be accessible by walking, cycling and public transport.

**6.36** Within these centres the Council will need to be satisfied there is no demand for retail or appropriate commercial re-use of vacant property before granting planning permission for a different use. This would involve the applicant supplying details showing that the premises have been appropriately advertised for retail/commercial and providing details of the offers made.

**6.37** In the centres the provision of living accommodation or offices on the upper floors of the buildings will be encouraged so as to help make good use and maintenance of these upper storeys. This will not however, be a requirement where the applicant can demonstrate that the whole building will be fully utilised for other purposes.

### **District Centres**

**6.38** A District Centre is proposed at the Cottam Strategic Site, however, this designation is subject to further work on the likely range of uses deliverable on the Brickworks site.

### **Policy EP3: Cottam District Centre**

A new District Centre is proposed to be allocated at the Cottam Strategic Site, subject to confirmation of the range of commercial units likely to be delivered on the site.

### **Local Centres**

**6.39** Local Centres are allocated at the locations detailed in Policy EP4: Local Centres.

**6.40** The purpose of the Policy EP4: Local Centres is to prevent the over proliferation of non retail uses at the expense of local retail provision of the Local Centres.

**6.41** It is important to the vitality and viability of the Local Centres that the retail strength and appearance of these frontages is retained where possible. However, as these centres vary in size and are affected by various local issues other uses, as listed in Policy EP4 below, may be more appropriate.

**6.42** All new development within the Local Centres should contribute to the attractiveness of the centre and enhance the use of the centre by offering vibrant, attractive, well designed centres with a good offer for local communities and visitors.

## Policy EP4: Local Centres

The boundaries of the following Local Centres are defined on the Proposals Map:

- Blackpool Road/Woodplumpton Road (Lane Ends)
- Longsands Lane
- Miller Road
- New Hall Lane
- Plungington Road
- Ribbleton Avenue
- Ribbleton Lane
- Sharoe Green

1. The following criteria apply for change of use and retail development within Local Centres. Planning permission will be granted providing that:

- a) the proposal contributes in level, quality or range towards meeting local shopping needs; and
- b) the proposal does not adversely affect the character of the centre or the amenity of adjoining property; and
- c) the proposal would not adversely affect the vitality and viability of other nearby existing centres or prejudice future investment in those centres.

2. Uses within Local Centres will be protected and enhanced wherever possible for retail use (A1). Other uses such as A2 (financial and professional services) and A3 (Restaurants and Cafes) may be more appropriate to maintain/enhance the vitality and viability of the Local Centre and will be permitted at street and pedestrian level where:

- a) they do not cause undue detriment to the centre's range of facilities, thereby threatening the centre's viability and vitality;
- b) the development does not prejudice residential amenity or highway safety.

3. Other non retail uses, including residential, will be permitted if criteria 2(a) and 2(b) above are met and if they do not result in a break in the shopping frontage that would threaten the centre's viability and vitality.

### **Riversway Phase B Site Specific Policy**

**6.43** The Riversway Phase B Site Specific Policy, as defined on the Proposals Map, has been carried forward from the Preston Local Plan due to the individual and specific approach to be taken when allocating the site.

**6.44** An area of the site is reserved for a large park and ride car park, as supported by Core Strategy Policy 3.

#### **Policy EP5: Riversway Phase B Site Specific Policy**

Development of site EP5.1, as defined on the Proposals Map, will be permitted for a combination of the following uses:

- Park and Ride car park; plus
- Business, industrial and storage and distribution uses (Classes B1, B2 and B8); and/or
- Leisure Uses (Class D2)

Proposals are to be of a comprehensive nature and cover the whole of the site, although a phased development will be supported.

Known nature conservation interests at the site are to be secured through landscaping and/or management agreements.

### **Telecommunications**

**6.45** The below policy is included to enable a consistent approach to be adopted at a local level to that advocated in the National Planning Policy Framework. The policy criteria will facilitate the growth of telecommunications whilst keeping the environmental impact to a minimum.

#### **Policy EP6: Telecommunications**

Telecommunications equipment will be permitted where:

- a) it is essential to the operational needs of the company;
- b) it cannot reasonably be located in a less environmentally damaging location;
- c) every effort has been made to reduce the visual impact of the equipment through the use of colour, siting, height considerations and landscaping where appropriate;
- d) undertakings have been given to dismantle any equipment and make good the site once the use has ceased.

The sharing of telecommunication facilities by network operators will also be encouraged.





## 7. Catering for Sustainable Travel

### Core Strategy Objectives

- To reduce the need to travel, manage car use, promote more sustainable modes of transport and improve the road network to the north and south of Preston.
- To enable easier journeys into and out of Preston City Centre, as well as safeguard rural accessibility, especially for mobility impaired people.

### Key Core Strategy Policies

- Policy 3: Travel

### Issues & Options: What did you say?

- Objectives of the Local Plan Policy T8 should be re-established in the LDF, including the preparation of a local cycle strategy and encouraging schemes to improve facilities for pedestrians and cyclists.
- Need for improved transport links between Longridge and the hospital and train station.
- Consideration should be given to traffic management measures and other support to further improve existing public transport connections between Preston City Centre and Preston East major employment area.

## Introduction

7.1 Increasing accessibility to homes, jobs, open space, recreation and other services, and influencing travel patterns to encourage alternatives to the car to help reduce emissions and congestion are key aims of the Core Strategy. Most journeys in Preston are taken by car. Predictions for future car use indicate that this travel preference will continue, although rapidly increasing petrol and diesel costs may slow down the trend. However, we can expect to see an increase in electric and alternative fuel vehicles during the plan period.

7.2 The Core Strategy sets out the broad principles to promote better accessibility by encouraging walking and cycling for shorter trips, and supporting bus and rail travel for longer journeys. Through the Site Allocations document we can ensure that the development or protection of land influences travel choices and improves accessibility.

## Walking and Cycling

7.3 One way of encouraging walking is to provide safe, clean pedestrian friendly urban areas. Consequently, the Infrastructure Delivery Schedule includes improved pedestrian crossings at a number of locations. Improvements to the City Centre Public Realm will feature in the forthcoming City Centre AAP.

7.4 The Core Strategy supports cycling within Central Lancashire and encourages improvements to the cycle network to make it easier and safer for cyclists.

- 7.5** Lancashire County Council has identified cycle schemes to encourage more cycling, particularly between the suburbs and the City Centre. The Preston Guild Wheel project has been referred to in relation to infrastructure. All the schemes are dependent on the availability of funding and are listed in the Infrastructure Delivery Schedule at Appendix E. Developers will be asked to contribute towards the cost of implementing these schemes where appropriate.

## **Public Transport**

- 7.6** A key aim of the Core Strategy is to encourage people to use other modes of travel, rather than the car. Using public transport helps to reduce congestion and exhaust emissions, which can in turn lead to improved air quality. The provision of Park and Ride facilities is mentioned in the Infrastructure chapter (Chapter 3).
- 7.7** A number of Bus Rapid Transit Routes linking Preston to Cottam, Preston East and other destinations in Central Lancashire are included in the Infrastructure Delivery Schedule. These are subject to current funding bids. Similarly, bus lanes to serve the proposed Park and Ride sites at Broughton and Riversway are also identified.
- 7.8** New bus and rail facilities within the City Centre will be considered in more detail in the City Centre AAP.

## **Rail Facilities**

- 7.9** Although rail services are run by private companies, the lines and signalling belong to Network Rail. Local authorities can have a role to play in the provision of local rail services and enhanced or new stations.
- 7.10** Preston station is an important hub for rail services. It is well served by trains on the West Coast Main Line, whilst also being the centre of rail services to Manchester, Liverpool, Blackpool, Cumbria, East Lancashire and beyond.
- 7.11** There are existing electrification schemes planned for the Blackpool-Preston-Manchester railway line to provide an enhanced level of service. It is hoped that this will provide additional capacity and ease the current problems of overcrowding.

## **Tram**

- 7.12** Trampower, a private company, has proposals to develop a tram network within Central Lancashire. This network, based primarily on disused railway lines, links the city centre and railway station to Preston East. Trampower aspires to extend this network in the long term through South Ribble and on to Chorley and Ormskirk.
- 7.13** It is Trampower's intention that the tram network will be privately funded. There is still uncertainty as to how it will be delivered; therefore the proposals in this Plan do not rely on it coming forward.

## Road Travel

- 7.14** Preston experiences problems with traffic congestion. This is particularly severe on the main arterial roads coming in to the city centre including the A6 (from the north and the south), the A582 (Penwortham Bypass), the A59 (Samlesbury), and the B6243 (Longridge).
- 7.15** Major road improvements at Broughton are discussed in the infrastructure chapter, as are the implications of the development of the North West Preston Strategic Location. A number of other improvement schemes are identified in the Infrastructure Delivery Schedule to be funded through developer contributions.

## Development Management

- 7.16** It is important that new developments address key transport issues so that they can operate satisfactorily. This means looking at a wide range of transport issues, and not just access by car.

## Parking Standards

- 7.17** The National Planning Policy Framework says that plans should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However, it recognises that car travel will continue to have an important role to play, particularly in rural areas where it is often the only real option for travel.

- 7.18** The National Planning Policy Framework does not include parking standards. It says that if local parking standards are to be set then they should take into account the accessibility of the development; the type and mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and an overall need to reduce the use of high-emission vehicles. The Central Lancashire Core Strategy Policy 3: Travel; details measures to plan for travel including setting and applying car parking standards, and paragraph 7.6 notes that local parking standards will be produced.

- 7.19** The availability of car parking can have a major influence on the choice of means of transport, and we support, encourage and promote measures to reduce car journeys through the promotion of alternatives, such as public transport.

- 7.20** At the same time, though, the aspiration to be a car owner remains high. Research by the Commission for Architecture and the Built Environment (CABE) demonstrates that the public often feel that the level of provision in new residential developments is inadequate. There is also evidence locally in relation to student accommodation, for example, which suggests that on-site parking provision has not been sufficient and this has led to on-street parking congestion.

- 7.21** The partial review of the Regional Spatial Strategy for the North West (March 2010) proposed changes to car parking standards which were largely agreed across the Central Lancashire authorities. The partial review was never completed because of changes to government policy, but

the evidence underpinning the changes to the standards remains valid.

**7.22** The following policy therefore endorses the standards contained in the RSS partial review. In addition, parking standards for new student accommodation are also proposed.

### **Policy ST1 Parking Standards**

All development proposals will provide car parking and servicing space in accordance with the Parking Standards adopted by the Council (Appendix G).

Locations that are accessible to services and well served by public transport may be considered appropriate for lower levels of provision.

Proposals for provision above the adopted standards will need to be supported by evidence detailing the local circumstances.

### **General Transport Considerations**

**7.23** To ensure that safe and convenient access is afforded to everyone, new developments should reduce rather than increase the dependence on private cars. Whilst much attention is usually given to road improvements to cope with additional traffic, it is important that other transport issues are taken into account if car use is to be reduced.

### **Policy ST2 General Transport Considerations**

All development proposals will need to show that:

- a) road safety and the efficient and convenient movement of all highway users (including bus passengers, cyclists, pedestrians and equestrians) is not prejudiced;
- b) appropriate provision is made for public transport services;
- c) appropriate measures are included to facilitate access on cycle or foot;
- d) where practicable, ensure existing pedestrian, cycle and equestrian routes are protected and extended;
- e) the needs of disabled people are fully provided for;
- f) corridors which could be developed as future transport routes (e.g. disused railway lines) are not prejudiced.

**7.24** Transport Assessments should be submitted in support of major developments and any other proposals which would have significant transport implications. A Travel Plan should be submitted alongside any planning applications, outlining how these are to be managed in order to ensure the minimum environmental, social and economic impacts.

## 8. Protecting and Enhancing the Built and Natural Environment

### Core Strategy Objectives

- To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Preston by encouraging high quality design of new buildings.
- To protect, conserve and enhance Preston's places of architectural and archaeological value and the distinctive character of its landscape.
- To maintain and improve the quality of Preston's built and natural environment assets so that it remains a place with 'room to breathe'.

### Key Core Strategy Policies

- Policy 16: Heritage Assets
- Policy 17: Design of New Buildings
- Policy 18: Green Infrastructure
- Policy 19: Areas of Separation and Major Open Space
- Policy 20: Countryside Management and Access
- Policy 21: Landscape Character Areas
- Policy 22: Biodiversity and Geodiversity

### Issues & Options: What did you say?

- General support for an Area of Separation to be located between the Preston Urban Area and Grimsargh, although mixed suggestions received with regard to the boundary of the Area of Separation.
- Areas of Separation need to be guided by strategic work on Ecological Networks and Green Infrastructure Networks, and should maximise the incorporation of water bodies which may be present.
- Support for the designation of Major Open Space between Ingol/Tanterton and Greyfriars/Cadley.
- Concern was raised that development in rural and urban areas needs to be guided by Ecological Frameworks.
- Replacement houses need to reflect the area of ground they stand on, over large extensions for the size of the plot should be resisted.
- Recommendation for heritage to cover not only buildings and structures but parks and open space.
- The list of sites to be identified and protected should include protected species and their habitats and UKBAP habitats and species.

### Introduction

- 8.1 A high quality environment, accessible countryside, water areas, green space and good leisure and cultural facilities are important factors in attracting new investment to Preston. These features also enhance the quality of life for existing and future communities, support wildlife and provide natural adaptation and mitigation mechanisms against the effects of climate change.

## Development in the Open Countryside

- 8.2** Most of the countryside within Preston is designated as Open Countryside, with only a small area of Green Belt confined to the escarpment and flood plain to the east of the City. It is important that the Areas of Open Countryside are protected from unacceptable development which would harm its open and rural character.
- 8.3** Information on the re-use, replacement of and extension to buildings within the Open Countryside is contained within the Rural Development Supplementary Planning Document.
- 8.4** Policy AD2 is concerned with proposed developments within the larger villages defined on the Proposals Map. Smaller settlements and clusters of buildings are not defined on the map, but are included within the open countryside designation. Proposals within these settlements will be considered against Core Strategy Policy 1(f).

### Policy EN1 Development in the Open Countryside

Development in the Open Countryside, as shown on the Proposals Map, other than that permissible under policies HS4 and HS5, will be limited to:

- a) that needed for purposes of agriculture or forestry or other uses appropriate to a rural area including uses which help to diversify the rural economy;
- b) the re use or re habitation of existing buildings;
- c) infilling within groups of buildings in smaller rural settlements.

## Areas of Separation

- 8.5** The Core Strategy has identified three Areas of Separation within Preston to protect the character and identity of settlements that are only separated by a small area of Open Countryside from a neighbouring settlement. To help maintain the openness of these areas of countryside and the quality and distinctiveness of these settlements, the Core Strategy identifies where Areas of Separation are needed.

### Policy EN2 Areas of Separation

Areas of Separation, shown on the Proposals Map, are designated between:

- Broughton and the Preston Urban Area
- Goosnargh/Whittingham and Grimsargh
- Grimsargh and the Preston Urban Area

Development in these Areas of Separation will be restricted, including all forms of development considered appropriate in the Green Belt.

## Areas of Major Open Space

- 8.6** The Core Strategy has identified two Areas of Major Open Space, which have been designated to prevent the merger of neighbourhoods within the Preston Urban Area. These are primarily based upon golf courses.

### **Policy EN3 Areas of Major Open Space**

Areas of Major Open Space, as shown on the Proposals Map, are designated within the Preston Urban Area to prevent the following neighbourhoods from merging:

- Ingol/Tanterton and Greyfriars/Cadley
- Sharoe Green and Fulwood

Development within the Areas of Major Open Space will be permitted provided that it:

- a) complements the existing use of the open space, such as a golf course;
- b) does not compromise the usage of any existing recreational facilities; and
- c) does not detrimentally affect the visual amenity, landscape character or nature conservation value of the open space.

### **Forest of Bowland Area of Outstanding Natural Beauty**

**8.7** Areas of Outstanding Natural Beauty – AONBs - are a category of protected landscape, and were originally designated under the 1949 National Parks and Access to the Countryside Act. The Forest of Bowland was designated in 1967. Part of the Forest of Bowland AONB - the area around the Beacon Fell Country Park - lies within Preston.

**8.8** The City Council belongs to a partnership of local authorities and other stakeholders – the Joint Advisory Committee – which manages the AONB, and is led by Lancashire County

Council. The partnership is responsible for preparing a statutory management plan. Further information can be found at <http://www.forestofbowland.com/>

**8.9** Development management decisions in the AONB remain the responsibility of the individual local authorities. Special considerations apply to AONBs. The fundamental principle underlying planning and control of development in AONBs is that new development within the AONB that has a materially adverse impact can only proceed where it is demonstrated that it satisfies an overriding national need. There is an expectation of restoration and aftercare should such uses cease. All development is expected to conform to a very high standard of design, to be in keeping with local distinctiveness and to seek to conserve and enhance the AONB's natural beauty.

**8.10** The partnership does advise on planning matters and to this end it has produced a Renewable Energy Position Statement which sets out the Joint Advisory Committee's position with regard to the siting of renewable energy developments, both within and adjacent to the boundaries of the Forest of Bowland AONB. A design guide is also in preparation.

### **Policy EN4 Forest of Bowland**

In addition to the criteria set out in Policy EN1, proposals within the Forest of Bowland AONB will make a positive contribution to the natural beauty of the area.

## Ribble Coast and Wetlands

**8.11** Core Strategy Policy 20 supports the continued development of plans and proposals for the Ribble Coast and Wetlands Regional Park. The concept for the Park was included in the North West Regional Economic Strategy and the Regional Spatial Strategy (Policy EM4 and Policy CLCR3), and the City Council has been involved in efforts to establish the Park along with other local authorities in the area. The area includes the Ribble Estuary which is an internationally important habitat for birds. The idea of the park is essentially to promote the area as a visitor attraction in a sustainable way, by providing greater access and improving green infrastructure. Further information can be found at <http://www.ribblecoastandwetlands.com>

**8.12** The precise boundary of the park has yet to be defined but the area of search extends into Preston. Depending upon how the development of the park concept progresses, further development management policies may be included in the next (Publication) draft of this document to clarify the uses that will be acceptable in the area of the regional park in line with the requirements of the NPPF as a whole. While recognising the importance of the Ribble Coast and Wetlands Regional Park, this area within Preston is a significant location for the provision of green infrastructure to support wider needs including the security of energy supplies. In line with the presumption in favour of development in the NPPF, there is, therefore, a presumption in favour of using this area in Preston for the delivery of green infrastructure

## Protection of Existing Green Infrastructure

**8.13** Green infrastructure is the network of natural environmental components used for sport, leisure and recreational purposes. Green infrastructure is defined as:

- Parks and Gardens
- Nature Reserves
- Playgrounds
- Recreational Grounds
- Playing Fields/Sports Pitches/Educational Playing Fields
- Private and Institutional Open Space
- Amenity Open Space
- Allotments
- Woodlands
- Green Corridors
- Fishing

**8.14** Development will only be permitted where it is essential to enhance green infrastructure and/or a connected facility which will ensure greater public use and access. The position and design of any development will need to be sensitive to the area and have no adverse effects on features within the site.

**8.15** Development proposals must demonstrate that the benefits of the development would outweigh any nature conservation value in an environmental statement submitted as part of their application.



### **Policy EN5 Protection of Existing Green Infrastructure**

Development proposals should seek to protect and enhance existing green infrastructure.

Development which would involve the loss of green infrastructure will not be permitted unless:

- a) alternative provision of similar and/or better facilities for the community will be implemented on another site; or
- b) it can be demonstrated that the retention of the site is not required to satisfy a recreational need in the local area; and
- c) the development would not detrimentally affect the amenity value of the nature conservation value of the site.

### **Future Provision of Green Infrastructure**

**8.16** Further green infrastructure provision will be encouraged to extend the existing green infrastructure network. New green corridors are to link to the existing wider green infrastructure network and adjoining urban areas and to act as vital buffers to deliver separation spaces between urban areas and maintain the natural attractiveness of Preston.

### **Policy EN6 Future Provision of Green Infrastructure**

All developments, will where necessary:

- a) provide appropriate landscape enhancements;
- b) conserve important environmental assets, natural resources and biodiversity;
- c) make provision for the long term use and management of these areas; and
- d) provide access to well designed cycleways, bridleways and footpaths (both off and on road), to help link local services and facilities.

## Horses

**8.17** Information and guidance on development involving the keeping or riding of horses is contained in the Rural Development Supplementary Planning Document (SPD). The SPD includes information on matters which the Council will take into account when assessing the acceptability of equestrian development and criteria that is to be met when considering applications for development involving horses.

## The Historic Environment

**8.18** The historic environment contributes to the enjoyment of life in the City and provides a unique sense of place as well as supporting wider economic, cultural, social and environmental benefits. However the historic environment is a non-renewable resource and once harmed, buildings, places, structures, parks and open spaces can lose their character and their significance.

**8.19** The importance of the historic environment is set out in the National Planning Policy Framework and will be a material consideration to all applications affecting the historic environment.

**8.20** In addition to the objectives set out at national level the Council would consider the following objectives to be important in respect to the historic environment of Preston:

- Its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development.
- That it can provide the stimulus for imaginative and high quality design that responds positively to its context.

**8.21** English Heritage prepares policy and practice guidance on the historic environment and the Council will treat this as a material consideration when assessing proposals against national and local policy objectives.

**8.22** The Council will take proactive steps for the conservation and enjoyment of the historic environment. This will include:

- Making Article 4 Directions to protect parts of the historic environment that, if lost, would harm the significance, appearance, character and setting of a heritage asset or the surrounding historic environment.
- The maintenance of up to date Conservation Area Appraisals and Management Strategies including the designation of new conservation areas where justified.
- Identifying those heritage assets most at risk through neglect and where necessary using its statutory powers to secure their repair and reuse.
- Identifying non – designated heritage assets of local historical importance to Preston and make this publicly available through the Council’s website and the Historic Environment Record.

## Heritage Assets

**8.23** Preston has a significant number of designated heritage assets<sup>3</sup> that have statutory protection through the planning system. This includes nearly 500 listed buildings and structures, 11 Conservation Areas, 3 Scheduled Ancient Monuments and 8 Registered Parks and Gardens. Details of all designated assets can be found on the Council’s website.

**8.24** Not all of Preston’s heritage is designated and the Council recognise the value of this ‘local’ historic environment in planning for the future of the City. The Council will work with

local communities to identify heritage assets that have local value. The identification of any locally important heritage assets will be done in line with English Heritage’s good practice guidance on local listings. The Council will publish and maintain a list of local heritage assets on its website.

## Heritage Assets and Climate Change

**8.25** The Council will endeavour to help applicants identify feasible climate mitigation solutions through pre-application discussions which minimise the impact on heritage assets. To support this the Council will prepare and adopt a SPD on the adaptation of historic buildings to meet the effects of climate change in order to provide clear guidance and best practice advice to property owners.

**8.26** Where conflict between climate change objectives and the conservation of heritage assets does occur, the public benefit of mitigating the effects of climate change will be weighed against any harm to the significance of heritage assets in accordance with the relevant policies.

## Heritage Statements and Outline Applications

**8.27** Applicants are required to submit a heritage statement in support of any application that directly or indirectly impacts on a designated or local heritage asset. Whilst the information provided should be proportionate to the significance of the asset and nature of the works proposed the statement should as a minimum:

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<sup>3</sup> NPPF defines a designated heritage asset as a World Heritage Site, Scheduled Ancient Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area

- Explain and justify how the proposal has taken into account the historical significance of the asset.
- Demonstrate that the relevant Historic Environment Record (HER) for the site has been consulted.

**8.28** Where the HER identifies the potential for the site to include heritage assets of archaeological interest the statement should include a desk based archaeological assessment of the site.

**8.29** here a heritage statement fails to adequately explain and justify the proposal and its impact on the significance of the heritage asset this may be used by the Council as grounds to justify refusal of the scheme.

**8.30** The Council will not normally accept outline applications that directly impact on heritage assets. Principally this will relate to new development in conservation areas or registered historic parks and gardens. In certain circumstances it may also apply to proposals that impact on the setting of heritage assets if it felt the impact would be significant. This is to ensure the full impact of the proposal can be properly assessed.

## Policy EN7 Development and Heritage Assets

A) Proposals affecting a heritage asset or its setting will be permitted where they:

- i) accord with national policy on the historic environment and the relevant English Heritage guidance;
- ii) take full account of the information and guidance in the Council's Conservation Area Appraisals and Management Plans and other relevant policy guidance on the historic environment;
- iii) make a positive contribution to the character and local distinctiveness through high quality new design that responds to its context;
- iv) act as a catalyst for the regeneration of the area in accordance with the Council's objectives for regeneration;
- v) are accompanied by a satisfactory Heritage Statement that fully explains the impact of the proposal on the significance of the heritage asset and;
- vi) sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment and where they have consideration for the following:
  - (a) the scale, layout, and appearance to the heritage asset and its setting;
  - (b) the proposed use of the heritage asset being appropriate in relation to its significance

B) Proposals involving the total or substantial loss of a heritage asset or the loss of the elements that contribute to its significance will be refused. Proposals will only be granted in exceptional circumstances where they can be clearly and convincingly justified in accordance with national planning guidance on heritage assets. In addition to the requirements of national policy applicants will be required as part of the justification to provide evidence that:

- i) other potential owners or users of the site have been sought through appropriate marketing where the marketing includes the offer of the unrestricted freehold of the asset at a price that reflects the building's condition and;
- ii) reasonable endeavours have been made to seek grant funding for the heritage asset's conversion and;
- iii) efforts have been made to find charitable or public authorities willing to take on the heritage asset.

C) Where the loss of the whole or part of a heritage asset is approved this will be subject to an appropriate condition or planning obligation to ensure that any loss will not occur until a contract is in place to carry out the development that has been approved.

## The Design of New Development

**8.31** The importance of good design in relation to the delivery of sustainable development and good planning is set out in national policy guidance. Design will be a material consideration to all applications for new development which includes individual buildings, the creation of public and private spaces and wider area development schemes.

**8.32** Good design can deliver wider economic, environmental and social benefits. Therefore it is not just an issue of visual appearance but how design can contribute to the way in which an area functions in the short term and also over the lifetime of the development. On that basis the Council considers that to achieve high quality, sustainable design proposals must:

- Respond positively to their context and setting;
- Address the connections between people and places;
- Be physically, functionally and economically integrated into their existing environment in a positive and inclusive manner;
- Be integral to creating safe, accessible and inclusive environments; and
- Reduce the impact of the development on the natural environment.

**8.33** Design Council Cobe prepares policy and practice guidance on the design of the built and natural environment. The Council will treat this as a material consideration when assessing proposals against national and local policy objectives.

**8.34** The Council has prepared a Supplementary Planning Document on Design<sup>4</sup> to provide guidance on how the principles of good design that the Council has adopted should be applied by applicants to a particular building or site. The SPD is a material consideration in the assessment of applications.

**8.35** The Council will refuse schemes where design is considered to be poor. Examples of poor quality design will include:

- Design solutions that are inappropriate to their context;
- Schemes which fail to take positive opportunities to improve the appearance of the area or the way it functions

**8.36** For major schemes or proposals that are expected to have a significant impact on their surroundings the Council encourages pre-application discussions through its Development Team approach. Further information can be found on the Council's website<sup>5</sup>. The Council will also encourage applicants for major schemes to undergo an independent design review through Places Matter!, the regional design review panel.

## Design and Access Statements and Outline Applications

**8.37** Applicants are required to submit a Design and Access statement (DAS) in support of the majority of applications. The information provided should be proportionate to the type and

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<sup>4</sup> Central Lancashire Design Guide Supplementary Planning Document

<sup>5</sup> [www.preston.gov.uk/yourservices/planning/planning-applications/application-advice/major-development-advice/](http://www.preston.gov.uk/yourservices/planning/planning-applications/application-advice/major-development-advice/)

scale of development proposed. The requirements of a DAS are set out in Circular 01/06 *Guidance on Changes to the Development Control System*.

- 8.38** Where a DAS fails to adequately explain and justify the proposal against the requirements of Circular 01/06 and local and national policy this may be used by the Council as grounds to justify refusal of the scheme.
- 8.39** Where the application is in Outline the information provided in the DAS should be sufficient to explain and justify the concepts for the scheme without the need for further information at reserved matters stage. This is to ensure the full impact of the proposal can be properly assessed at the outline stage.

#### **Policy EN8 Design of New Development**

- A) All new development proposals, including extensions to existing buildings, should be designed with regard to the following principles as set out and explained in the Central Lancashire Design Guide SPD:
- Movement and Legibility
  - Mix of Uses and Tenures
  - Adaptability and Resilience
  - Resources and Efficiency
  - Architecture and Townscape
- B) Applications will be approved where they:
- Accord with the principles and guidance set in the Design SPD, the relevant policies in the Core Strategy, national policy on the historic environment and the relevant Design Council Cobe guidance; and
  - Take the opportunity to make a positive contribution to the character and local distinctiveness of the area through high quality new design that responds to its context; and,
  - Are accompanied by a satisfactory Design and Access Statement that fully explains and justifies the design approach for the scheme.





## 9. Promoting Health and Wellbeing

### Core Strategy Objectives

- To improve the health and wellbeing of all Preston's residents and reduce the health inequalities that affect the more deprived urban area, particularly Inner East Preston.
- To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities services, including healthy food.
- To create environments in Preston that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.

### Key Core Strategy Policies

- Policy 23: Health
- Policy 24: Sport and Recreation
- Policy 25: Community Facilities

### Issues & Options: What did you say?

- Suggestion that Grimsargh could benefit from a medical centre and pharmacy due to the distance required to travel to Longridge or Preston to attend medical centres.
- Site Allocations needs to be informed by a robust assessment of outdoor sports provision in line with PPG17.
- Suggestion that rather than controlling the location of takeaways, the content should be controlled.

## Introduction

**9.1** Health and wellbeing is identified as one of the Core Strategy's main cross cutting themes as many aspects of planning policy contribute to achieving and maintaining better health.

**9.2** The Core Strategy sets out a number of proposals to promote health and wellbeing including the provision and protection of health care facilities, sport and recreation facilities and community facilities. The Site Allocations DPD will achieve this by protecting existing facilities and allocating land for new facilities.

## Health Care Facilities

**9.3** Under the Core Strategy, sites for new health facilities will be identified in Preston where needed. The NHS Central Lancashire is currently responsible for the provision of primary health care facilities within Preston, although this responsibility will shift to a clinical commissioning group by April 2013 under the reforms included in the Health and Social Care Bill. Where the NHS identify a need for a new facility, then this document can assist by identifying a suitable site.

**9.4** To meet local need the following site has been allocated for a medical centre and pharmacy and sheltered/extra care housing for the elderly:

- Land off Preston Road, Grimsargh.

## Sport and Recreation

9.5 The Core Strategy aims to protect existing sport and recreation facilities in Preston unless they are proven to be surplus to requirements. As part of the Site Allocations DPD all existing sport and recreation sites including playing fields, amenity green space and playgrounds are being reviewed in order to assess this. The review will also identify any deficiencies in sport and recreation provision in Preston and identify local standards to be applied to new residential developments. Sport and recreation facilities are protected within Policy EN5 – Protection of Green Infrastructure.

## Allotments

9.6 The recreational and environmental benefits of allotment gardens are widely accepted. Allotments provide valuable green space within Preston and this is recognised by the Core Strategy, which aims to help reduce health inequalities by safeguarding and encouraging the role of allotments. Allotments are protected within Policy EN5 – Protection of Green Infrastructure.

## Community Facilities and Related Uses

9.7 The Core Strategy encourages the provision of new community facilities and protection of existing community facilities including community centres, places of worship, and health facilities. They act as the focus of community activity and contribute towards community cohesion.

9.8 The Site Allocations DPD seeks to safeguard existing facilities such as public houses, and neighbourhood convenience shops within Preston, unless they are proven to be no longer viable or relevant to local community need.

### Policy WB1 Protection of Community Facilities

Development proposing the change of use or loss of any premises or land currently or last used as a community facility (including community centres, village and church halls, places of worship, public houses and neighbourhood convenience stores) will be permitted where it can be demonstrated that:

- a) the use no longer serves the needs of the community in which it is located; or
- b) the use is no longer financially viable and it has been demonstrated through a marketing exercise/process to be agreed with the Council.

9.9 To achieve this there are two community facility policies. The first protects existing provision and the second sets out future provision.

## Policy WB2 Allocations for New Community Facilities

The following site, as shown on the Proposals Map, is allocated for a pharmacy and medical centre and sheltered/extra care housing for the elderly to meet local needs in Grimsargh and the adjacent rural areas:

- WB2.1 Land off Preston Road, Grimsargh

## Hot Food Takeaways

**9.10** The government is committed to promoting healthier communities. Their research highlights the need for Local Authorities to manage the proliferation of fast food outlets as a means of combating the known adverse impact on community health.

**9.11** Preston, South Ribble and Chorley Councils have jointly produced a Supplementary Planning Document (SPD) on Access to Healthy Food to complement the Core Strategy and expand upon Policy 23: Health. Its primary aim is to address the lack of access to healthy food choices due to the concentration of fast food takeaways in some locations, particularly in areas of poor health. This SPD is the subject of a separate consultation. For further information, visit [www.centrallancashire.com](http://www.centrallancashire.com).



## 10. Tackling Climate Change

### Core Strategy Objectives

- To reduce energy use and carbon dioxide emissions in new development.
- To encourage the generation and use of energy from renewable and low carbon sources.
- To manage flood risk and the impacts of flooding.
- To reduce water usage, protect and enhance Preston's water resources and minimise pollution of water, air and soil.

### Key Core Strategy Policies

- Policy 27: Sustainable Resources and New Developments
- Policy 28: Renewable and Low Carbon Energy Schemes
- Policy 29: Water Management
- Policy 30: Air Quality
- Policy 31: Agricultural Land

### Issues & Options: What did you say?

- Suggested that Climate Change should be much more prominent in the document
- Suggestions for small-scale hydro-electric generation on the River Ribble.
- Promotion of solar energy generation, geothermal energy and small-scale wind turbines.
- Identified a need to protect the best and most versatile agricultural land from residential and/or industrial development.
- Identified lack of provision of electric car charging points and biodiesel fuel pumps in the Borough.

## Planning for Climate Change in Preston

- 10.1** Tackling climate change is a cross cutting theme of the Core Strategy and it includes policies to encourage energy efficiency in new developments and encourage renewable and low carbon energy generation in the City. This all helps to reduce carbon emissions.
- 10.2** Planning for climate change involves seeking to limit the impact of new developments by reducing or minimising their carbon emissions. Climate change is already happening and in the future is likely to bring about more extremes of weather locally such as higher winds, rising sea levels, higher rainfall and also longer droughts. Nevertheless, as well as trying to mitigate the effects of development on the climate, we must also look to make sure that development can adapt to future climate change. For example, proper provision of green infrastructure can help in this regard, by helping to absorb surface water and also by providing shade.

## Energy Efficiency

- 10.3** The Core Strategy requires all new developments to be designed and built in a sustainable way. New buildings must be constructed to reach energy efficiency standards set out in the Code for Sustainable Homes and BREEAM.

## Sites for Renewable Energy Generation

- 10.4** Government guidance encourages local authorities to consider identifying areas suitable for renewable and low

carbon energy. The Core Strategy does not identify particular sites, but does set out criteria in Policy 28 against which proposals will be assessed. To assist local planning authorities, Lancashire County Council commissioned a study to look at the renewable energy potential of each district. This is a desk-top study looking at the technical potential resource – further detailed work would need to be done to establish what is deployable in practical terms. Many factors can influence what is actually deployed, including environmental, economic and planning constraints. The study is based on a previous study done for the whole of the North West, and uses an established method. It looks at a range of different technologies, from wind to microgeneration.

**10.5** The Preston study<sup>6</sup> found that Preston has a potential renewable energy capacity of 661 MW, or about 6% of the total capacity identified for Lancashire. Preston has considerable potential for renewable energy generation from micro-generation reflecting the city's urban characteristics and population density. It also has some potential for wind generation. There is relatively little potential from other sources.

**10.6** Microgeneration typically refers to renewable energy systems that can be integrated into buildings to primarily serve the on-site demand. They are applicable to both domestic and non-domestic buildings and can be connected to the grid. Microgeneration technologies cover the full

range of renewable energy categories: wind, solar, biomass, hydropower and heat pumps. Solar water heating and solar voltaic are increasingly popular due to recent government incentives.

**10.7** A significant proportion of Preston's total potential (285MW or 43%) comprises commercial wind (commercial scale on-shore wind farms, or individual turbines). These are assumed to need an average wind speed of 5m/s at 45 m above the ground in order to be viable. There is also some potential for small-scale wind comprising installations of less than 100kW, typically being turbines with tip heights of 15 m or so.

**10.8** The government has taken steps to increase the scope of what householders and businesses can install in terms of microgeneration technologies without requiring planning permission. Further information on this can be found on the Council's web site at: <http://www.preston.gov.uk/yourservices/planning/planning-policies/renewable-energy/> and at the Planning Portal ([www.planningportal.gov.uk](http://www.planningportal.gov.uk)).

**10.9** Policy guidance concerning commercial scale wind energy and other technologies that require planning permission is contained in Core Strategy Policy 28. We have not sought to identify suitable sites for commercial scale energy developments – any proposals will be assessed against Policy 28 and other relevant policies.

**10.10** The installation of appropriate decentralised, renewable or low carbon energy sources is encouraged. The scale of

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<sup>6</sup> Lancashire Sustainable Energy Study – Preston Renewable Energy Potential (April 2011) ; SQW

development promoted in the Core Strategy and this Site Allocations plan at Cottam and North West Preston means that developers should look to provide the most efficient and sustainable forms of heat and energy possible. This could include district heating or decentralised energy networks. This is one way that the requirement set out in Core Strategy Policy 27 (b) concerning the reduction of carbon emissions by 15% (20% from January 2015) could be achieved.

### Managing Flood Risk

**10.11** Climate change may mean increased summer temperatures and a higher risk of flooding or drought. The Site Allocations DPD can help adapt to these changing conditions by directing development away from those areas at high risk of flooding. This has been part of our site selection process. New developments are also encouraged to deploy sustainable drainage systems for surface water. These can be incorporated into the green infrastructure network.

**10.12** In allocating sites, we have also taken account of sewer capacity.

### Air Quality

**10.13** The Core Strategy has a dedicated air quality policy, which aims to improve air quality through various initiatives. Air quality issues can be a material consideration when considering development proposals. Every local authority in England and Wales has a statutory duty to review local air quality under the Environment Act 1995. The aim of the

review process is to identify any areas where the Governments National Air Quality Standards and Objectives for 7 key pollutants are likely to be exceeded, to declare any such areas an 'Air Quality Management Area' and then to prepare action plans to show what can be done to improve air quality in these areas.

**10.14** Following the results of the Detailed Assessment in 2004, two Air Quality Management Areas (AQMA) were declared in September 2005, at Church Street / Ringway (AQMA1) and Blackpool Road / Plungington Road (AQMA2). In both these areas it is likely that levels will exceed those set by the National Air Quality Objectives for nitrogen dioxide.

**10.15** Following the declaration of the two Air Quality Management Areas, the Council is required to complete and implement an Air Quality Action Plan to reduce the levels of Nitrogen Dioxide. Much is related to traffic, and particularly stationary traffic. The Council works closely with the highway authority (Lancashire County Council) to address these issues.

**10.16** The Council carries out regular air quality monitoring throughout the city. As a result of this it is considering declaring further AQMA's at Broughton village and at the junction of New Hall Lane and London Road.

### Electric Vehicles

**10.17** The government is promoting the use of electric and other ultra-low emission vehicles through grants and other initiatives (see for example <http://www.communities.gov.uk/news/newsroom/1809344>).

The greater use of electric vehicles will help reduce traffic emissions and noise. The government has taken steps to enable more public charging points to be provided – they are now permitted development.

- 10.18** The Council will develop standards for the inclusion of electric vehicle charging points within new developments, and include these in the next (Publication) draft of this document.



# Glossary

## **Area Action Plan (AAP)**

A plan for a specific area where significant change or conservation is needed

## **Affordable Housing**

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should therefore be available at a cost low enough for them to afford, determined by local incomes and local house prices. Affordable housing should include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

## **AQMA**

Air Quality Management Area – An area where levels of pollution and air quality might not meet national air quality objectives. If it does not a plan is prepared to improve the air quality – a Local Air Quality Action Plan.

## **Biological Heritage Sites (BHS)**

Biological Heritage Sites is the name given to the most important non-statutory wildlife sites in Lancashire. They contain valuable habitats such as ancient woodland, species-rich grassland and bogs.

## **Brownfield Land**

Brownfield means sites that have already had some sort of development/or buildings built on them.

## **Central Lancashire**

The collective name for the administrative area covered by Preston, Chorley and South Ribble Council's, which is the area covered by the Core Strategy.

## **Community Infrastructure Levy**

CIL – A levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure.

## **Core Strategy**

The key overarching policy document in the LDF that other DPD's and SPD's must conform with.

## **Development Management**

That part of the planning process that deals with planning applications and enforcement. However, it differs from "development control" in that it uses the process not just to control the effects of unrestricted development but as a proactive tool for managing development opportunities.

<b>District Centres</b>	District Centres usually comprise groups of shops often containing at least one supermarket, and a range of non-retail services, such as banks, building societies and restaurants as well as local public facilities such as a library.	<b>Green Belt</b>	Statutorily designated land around built-up areas intended to limit urban sprawl and prevent neighbouring settlements joining together. There is a strong presumption against inappropriate development. Not all Greenfield land is in the Green Belt. There is no Green Belt land around the north of Preston or east of Chorley Town.
<b>DPD</b>	Development Plan Document - A statutory policy document of the LDF, such as the Core Strategy, Area Action Plan and Site Specific Allocations.	<b>Greenfield Land</b>	Land that is not built on, typically farm land but also playing fields and allotments.
<b>Developer Contributions</b>	Monies collected from developers or direct works done by them to mitigate the impacts of new development where these cannot be satisfactorily addressed by conditions attached to a planning permission. This may include the creation of new wildlife areas or to provide additional infrastructure required by the development, such as new school facilities or provision of affordable housing.	<b>Green Infrastructure</b>	Open land in both the natural and built environments, from countryside through to urban parks and play areas that provide a range of functions, such as contributing to biodiversity, alleviating flood risk and provides recreation.
<b>Extra Care Housing</b>	Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self contained homes, their own front doors and a legal right to occupy the property. It comes in many built forms, including blocks of flats, bungalow	<b>Geological Heritage Site</b>	Geological Heritage Sites are the equivalent of Regionally Important Geological and Geomorphological Sites in Lancashire. They are currently the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest.
			estates and retirement villages and can sometimes provide an alternative to a care home.

<b>Heritage Assets</b>	A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).	<b>Local Centres</b>	Include a range of small shops of a local nature, serving a small catchment; typically local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.
<b>Infrastructure</b>	Facilities, services, and installations needed for the functioning of a community, such as transportation and communications systems, water and power lines, and public institutions including schools and hospitals.	<b>Local Nature Reserve</b>	Local Nature Reserves (LNRs) are for both people and wildlife and are designated by English Nature. They are places with wildlife or geological features that are of special interest locally. They offer people special opportunities to study or learn about nature or simply to enjoy it.
<b>Key Service Centres</b>	Towns or villages which act as service centres for surrounding areas, providing a range of services and with good transport links to surrounding towns and villages.	<b>Local Plan</b>	The 'old style' local part of the development plan to be replaced by the LDF.
<b>LDF</b>	Local Development Framework – is a folder of all the documents that comprise the Local Development Plan and support it – replaces the Local Plan.	<b>Neighbourhood Plan</b>	A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.
		<b>Proposals Map</b>	A map that shows allocated sites for development, other land use proposals and protected sites.

<b>SA</b>	Sustainability Appraisal - An assessment that considers the environmental, social and economic effects of a plan and appraises them in relation to the aims of sustainable development.
<b>SFRA</b>	Strategic Flood Risk Assessment – These are required to meet national and regional policy requirements in relation to flood risk in a local area.
<b>Spatial Planning</b>	Planning (used in preparing the LDF) which goes beyond traditional land uses to integrate policies for the development and use of land with other (non-planning) policies and programmes which influence the nature of places and how they function.
<b>SPD</b>	Supplementary Planning Document - give further guidance on specific policy topic areas such as affordable housing provision, that have been identified in core policy in the Local Development Framework or to give detailed guidance on the development of specific sites.
<b>Strategic Locations</b>	Broad areas identified as having strategic significance in implementing the Core Strategy

<b>Strategic Sites</b>	Sites that have been identified as having strategic importance in implementing the Core Strategy.
<b>Sites of Special Scientific Interest (SSSIs)</b>	A conservation designation of national importance, identifying the Country's very best wildlife and geological sites. They include some of the most spectacular and beautiful habitats in the UK.
<b>Sustainable Development</b>	The UK Sustainable Development Strategy <i>Securing the Future</i> sets out five "guiding principles" of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.
<b>Wildlife Corridor</b>	A wildlife corridor is an area of habitat connecting wildlife populations separated by things like roads or development.