

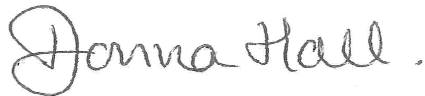
8 April 2010

Dear Councillor

**COUNCIL - TUESDAY, 13TH APRIL 2010**

I am now able to enclose, for consideration at Item 11 at next Tuesday's meeting of the Council, the draft Publication Version of the Central Lancashire LDF Core Strategy.

Yours sincerely



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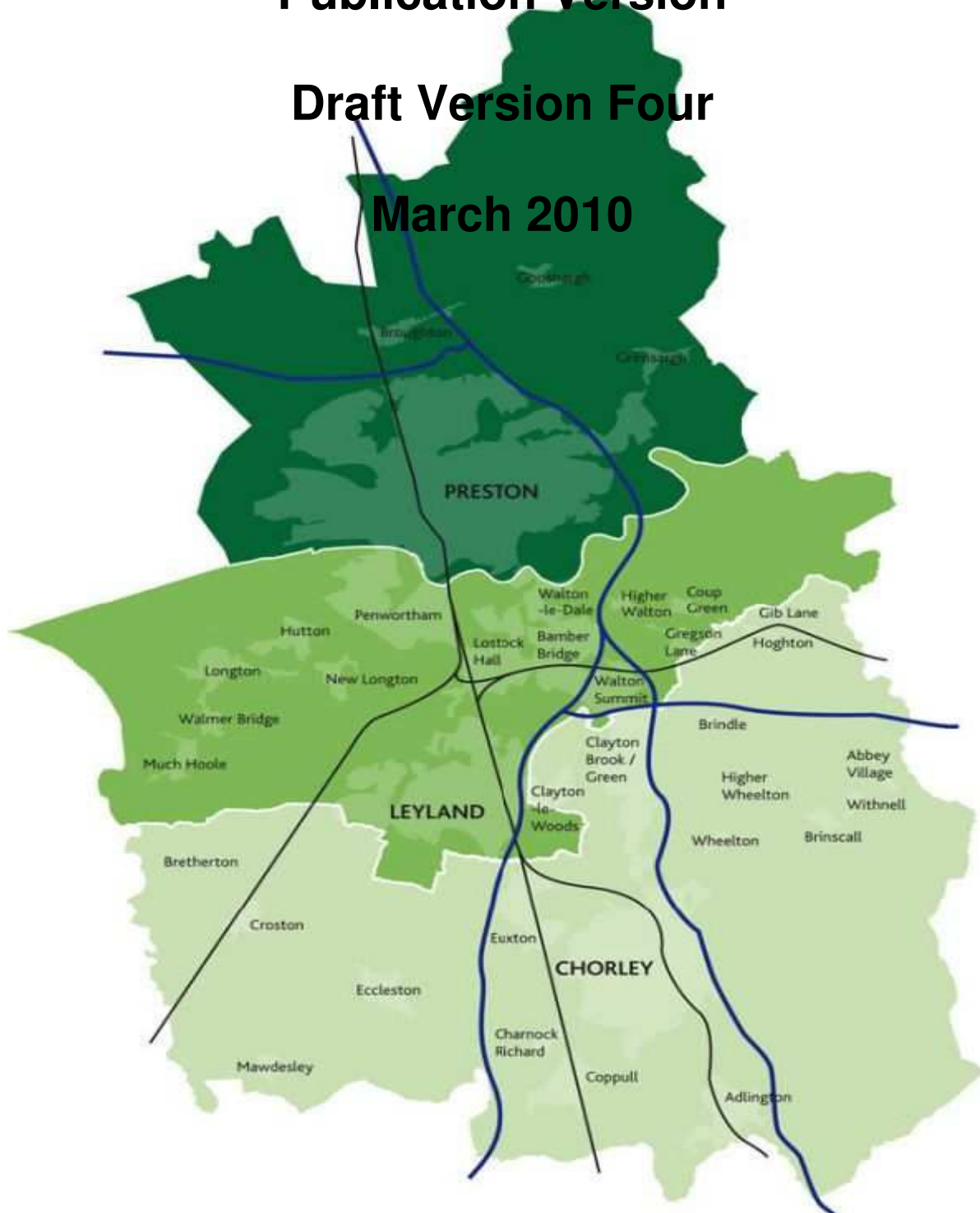
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# Central Lancashire Joint Core Strategy

## Publication Version

## Draft Version Four

March 2010



Prepared jointly for Preston City Council, South Ribble Council and Chorley Council

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## Chapter 1: Introduction

- 1.1 This 'Publication' Core Strategy sets out the Central Lancashire authorities' spatial planning proposals for the combined area of Preston, South Ribble and Chorley. Comments made in response to consultation on the Preferred Core Strategy in the autumn of 2008 have, where appropriate, been taken into account. For full details see the Responses Report.
- 1.2 This is not the final plan. It is being published to allow formal representations to be made within a six week period ending on... See page xx on how you can submit your comments.
- 1.3 The representations received, along with the Core Strategy, will be submitted to government. An independent Planning Inspector will conduct an Examination to establish whether the document is fit for purpose, 'sound', and decide in what form the Strategy can be finally adopted.
- 1.4 The Core Strategy is a key part of the Local Development Framework. Identification of sites where specific proposals and policies will apply will be presented in Site Allocations Documents that must conform to the Core Strategy. Plans for minerals extraction and waste management are the responsibility of Lancashire County Council.
- 1.5 The purpose of the Core Strategy is to set the overall strategic direction for planning the area over the period to 2026, in line with national and regional policies. A key part of that direction is establishing where major development and other forms of investment should be located so as to be sustainable (for a full assessment of this, see the Sustainability Appraisal Report), meet local needs and take full advantage of opportunities.

Insert Timeline Diagram

### Why a joint Core Strategy?

- 1.6 The Core Strategy covers the three local authority districts of South Ribble Chorley and Preston which had an estimated combined population of 344,000 people in 2008. The combined area functions as one integrated local economy and travel to work area. It is a single housing market area; nearly 80% of house moves take place within it. It is appropriate and efficient to consider the similar issues facing Central Lancashire in a collaborative way and so better plan the future of the area.

### What might the future hold?

- 1.7 There are a number of well established national and local trends that are relevant to plan making. These are wide and various but all come within the remit of spatial planning. The extent to which this Core Strategy can influence these trends will vary.
- 1.8 The following trends are likely to continue for at least the next the 15 years or so that the Core Strategy needs to plan for:

- Population and household growth
- An increasingly aged population as people live longer
- The impacts of high levels of carbon dioxide in the atmosphere
- Stricter environmental safeguards
- Improvements in home living conditions
- People working longer to be financially secure in retirement
- A greater proportion of people acquiring higher level skills and qualifications
- Fluctuating but generally increasing fossil fuel prices
- An increase in people travelling
- Increasing globalisation of production and business services
- Greater use of information and communications technologies
- A widening of prosperity levels in rural areas
- Increasing threats to biodiversity and built heritage

1.9 Recent changed circumstances to emerge that could last for several years:

- Limited loan finance availability
- Restricted speculative development
- Reduced public sector expenditure compared to the past decade
- Reduced growth in consuming expenditure than pre-recession times
- Relatively high levels of unemployment

1.10 Recent trends that are particularly difficult to predict into the future:

- Rising standards of health care in local hospitals and GP practices.
- Increasing obesity, alcohol and drug abuse
- Falling participation in active pursuits
- Falling levels of reported crime but rising concerns about anti social behaviour
- Rising standards of education/schools performance
- Reducing affordability of housing

1.11 All these trends have degrees of uncertainty underlining the need to plan with flexibility.

**The key spatial challenges facing Central Lancashire**

1.12 Evidence suggests that Central Lancashire is well placed to ride out the recent recession. The area is well located and connected to regional and national transport routes. It has an attractive mix of places to live and countryside well linked with urban green spaces. However, despite the fact that the local economy has performed reasonably well in recent years, there are a number of issues that need to be addressed and they help to inform the Strategic Objectives of the Core Strategy.

- Road congestion into and out of Preston is particularly critical in terms of the city's future commercial role.
- The motorway and key rail routes are heavily used with the likelihood of them becoming more congested.
- Future levels of household growth are predicted to be high and new house building activity is currently at a low level due to the recession.
- There are pockets of deprivation and some poor housing in the Plan area but generally the residential offer is quite attractive albeit there is a shortage of affordable housing.

- Although growth industries are well represented in Central Lancashire the economic growth potential of the area is not being fully realised.
- Preston City Centre has seen little development of retail and office space in the last 10 years or so and is slipping further behind Manchester and Liverpool as an alternative commercial destination.
- Chorley and Leyland town centres risk being in the shadow of Preston and their potential overlooked.
- The rural areas are becoming more affluent but this conceals the difficulties low local wage earners have in accessing affordable housing.
- The use of standard designs and building densities for new housing is undermining the character of local places.
- Urban development pressures risk damaging the character of the countryside and how it interconnects with urban green space.
- An ageing population brings with it issues of health, mobility and dependency
- Poor levels of health are particularly prevalent in the most deprived areas.
- Responding to the climate change agenda: significant emissions of carbon dioxide are produced from activities across Central Lancashire.

### **Key aspects of the Core Strategy**

1.13 The Core Strategy draws on the Sustainable Community Strategies for Lancashire, South Ribble, Chorley and Preston. These are multi-faceted strategies prepared by Local Strategic Partnerships of local agencies, authorities and other organisations aiming to improve the joined up delivery of local services. The Core Strategy places a similar emphasis on delivery, although biased towards physical projects, and recognising the need for flexibility to ensure that the policies and proposals have a realistic prospect of being implemented. This is particularly important in times of recession.

### **Background evidence**

1.14 To assist with delivery the following background evidence has recently been completed:

- A housing viability study, which validates the affordable housing proposals included within the Homes for All chapter.
- The housing land availability information has been updated with the engagement of representatives of the house building industry.
- Infrastructure providers have been contacted and a schedule of essential strategic infrastructure produced.
- Perception studies of what people value about places have helped add local distinctiveness to the document.
- Potential strategic development opportunities have been re-assessed.
- Future growth prospects have been reconsidered in the light of the economic recession.

### **Growth Point**

1.15 The Preferred Core Strategy referred to the Central Lancashire and Blackpool Growth Point. That Strategy said that more consultation would take place if the Growth Point implementation required further consideration of where development should be located. The Growth Point came into operation in April 2009 and what this means is explained in detail in Chapter 5. Essentially, Growth Point funding is being used in Central Lancashire to help bring forward

housing development at locations first identified in the Preferred Core Strategy. These locations have not changed in this Publication Core Strategy.

### **Strategic Sites and Locations**

1.16 Following a change in national planning guidance, the main locations for housing and economic growth and investment are now presented differently. The Preferred Core Strategy identified six 'strategic sites'. They were shown indicatively as symbols on the Key Diagram. Core Strategies can now bring forward such proposals in two ways.

- Allocate land to be developed as fully fledged Strategic Sites where there is a high degree of certainty over their delivery
- Indicate the approximate extent of Strategic Locations within which land will be allocated for development in later Development Plan Documents

1.17 The Core Strategy now endorses the following three Strategic Sites:

- Buckshaw Village
- Central Lancashire, Cuerden
- BAE Samlesbury

1.18 These opportunities have previously been identified in Local Plans and two are actively being implemented at the present time.

1.19 There are also two proposed Strategic Locations:

- North West Preston – adjoining the northern suburbs of the City at Cottam, Bartle and Eastway
- Central Preston – including the City Centre with the Tithebarn Regeneration Area, Central Business District and Inner East Preston

1.20 In relation to the three other 'Strategic Sites' identified in the preferred Core Strategy:

- Botany/Great Knowley is proposed as a sub regionally significant development as referred to in Policy 9.
- Cottam is now part of the North West Preston Strategic Location as detailed above.
- Former Whittington Hospital is no longer considered a Strategic Site as it is not central to the achievement of the Strategy.

### **Place Shaping**

1.21 Much is said about promoting 'place shaping'. It is a wide ranging approach to achieving successful communities embracing such matters as governance, engagement and accessibility. In terms of actual planned outcomes it means creating and maintaining high quality public spaces, promoting environmentally friendly behaviours, achieving good design, engendering health and wellbeing and enabling economic development. It therefore encapsulates all that this Core Strategy seeks to do – create attractive, prosperous, safe communities; places where people want to live, work and do business.



**Economic Growth**

1.22 The key to prosperity lies in harnessing economic growth. If this is done in a managed sustainable way and supported by appropriate infrastructure then new development can be accommodated without harming the attractiveness of Central Lancashire as a unique mix of urban and rural communities in a green setting – a place 'with room to breathe'.

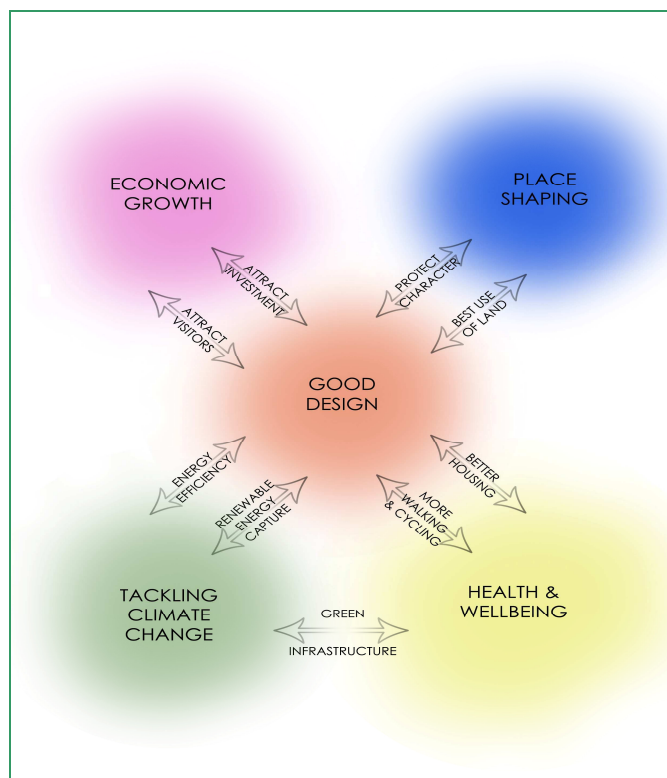
**Cross Cutting Themes**

1.23 There are three key aspects to successful place shaping and harnessing economic growth:

- Achieving good design
- Promoting health and wellbeing
- Tackling climate change

1.24 These are policy areas in their own right but have cross-cutting significance as well and so are referred to at the start of each chapter.

1.25 The inter-relationship between the cross-cutting themes, economic growth and place shaping is shown in the diagram below.



**Key Diagram**

1.26 The Key Diagram illustrates the key spatial proposals contained in the Core Strategy and can be found xxx.

### **Sustainability Appraisal**

- 1.27 Sustainability Appraisal (SA) has been fully integrated into the plan making process of the Core Strategy and has helped inform the choice of policies. At the Issues and Options stage each option was tested against the SA Framework in order to predict its likely social, environmental and economic effects. This testing was summarised in the Issues and Options Papers in order to help individuals and organisations make an informed response to the Issues and Options. Within the SA, recommendations were made for each issue as to what the most sustainable options were. The results of the Issues and Options testing and the recommendations made in the SA informed the choice of Preferred Options. The SA identifies which options were selected as Preferred Options for each Preferred Policy and why these were selected and others rejected.
- 1.28 At the Preferred Options Stage, the likely effects of each Preferred Core Strategy Policy, including the cumulative effects, were predicted and evaluated in further detail and mitigation measures proposed for any adverse effects identified. At this Publication Stage a small number of changes were made to the Core Strategy Policies from those in the Preferred Core Strategy. All these small changes were assessed in the SA to ensure no negative effects would arise from implementing these policies.

### **Habitat Regulations Assessment**

- 1.29 Habitats and species of European importance have legal protection by the 'Habitats Directive'. European sites are Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). It is also recommended that Ramsar sites are afforded the same level of consideration. There is one habitat of European importance in Central Lancashire. This is the Ribble & Alt Estuaries Special Protection Area, which is of particular importance for birdlife. There are also a number of protected habitats in neighbouring authority areas.
- 1.30 The Directive requires screening to identify whether a plan, either alone or in combination with other plans or projects, is likely to have a significant impact on a European site. Therefore, it is necessary to assess whether the Core Strategy, either alone or in combination, is likely to have a significant impact on the Ribble & Alt Estuaries Special Protection Area, or the sites in neighbouring authorities.
- 1.31 Work is underway on the screening task. This involves the identification of sites that have the potential to be affected by the Core Strategy and an assessment of whether or not proposed policies in the Core Strategy, alone or in combination with other plans or projects, are likely to impact upon these sites and to assess the significance of these impacts. This assessment will be done in consultation with Natural England. If the screening assessment finds that significant effects are likely to occur as a result of implementing policies in the Core Strategy then Appropriate Assessment will be required. Appropriate Assessment would involve a more detailed assessment of the impacts on the integrity of European sites and could potentially necessitate changes to the plan.

### **Saved Policies and Further Documents**

- 1.32 A number of policies from existing Local Plans i.e. Preston Local Plan 2004, Chorley Borough Local Plan Review 2003, South Ribble Local Plan 2000 and the Lancashire Minerals and Waste Plan 2001 will remain in force until they are expressly replaced by new policy in other Development Plan Documents

(DPDs), primarily the Site Allocations DPDs, which will follow the Core Strategy. These “saved” policies are listed in xxx.

1.33 Accompanying the Core Strategy there will be a series of further documents including:

- An Equality Impact Assessment
- A Health Impact Assessment
- A Rural Proofing Paper
- A series of Background topic papers

## Chapter 2: Context – The Relevance of Other Plans and Strategies

### Integration of Strategies

2.1 This chapter explains the relevance of other strategies to the Core Strategy. The significant aspects of the Sustainable Community Strategies are referred to Chapter 4.

#### **Diagram of the North of England**

Detailing the northern way areas of:

- North West
- North East
- Yorkshire

**The Northern Way** – key relevance: established the City Region basis for considering economic performance

2.2 The Northern Way was launched in 2004 in response to the challenge to establish the North of England as an area of exceptional opportunity and to close the productivity gap between the northern regions and the UK average. It was led by the three northern Regional Development Agencies, and proposed an approach to economic development based on eight City Regions. The City Regions in the North West are Liverpool, Manchester and 'Central Lancashire' the latter covering most of the Lancashire sub-region.

2.3 The Central Lancashire City Region Development Programme (October 2006) provides the Lancashire dimension to the Northern Way. It echoes key actions of the Regional Economic Strategy and the Lancashire Economic Strategy (see paragraphs 2.6 and 2.10).

#### **Diagram of the North West**

- Detailing the City regions of  
Manchester, Liverpool and Central  
Lancashire

**Regional Spatial Strategy (RSS)** – North West of England Plan (2008) – key relevance: the regional part of the statutory development plan that Core Strategies are required to conform with.

2.4 The Strategy provides the overall framework for development and investment in the North West region to 2021. It establishes a broad vision for the region and sub-regions prioritises growth and regeneration and provides policies to achieve sustainable development. The RSS reflects the Northern Way and sets policies for each sub-area.

2.5 The RSS states that, within the Lancashire sub-region, the focus for investment and sustainable development should be the city of Preston and the towns of Blackpool, Blackburn and Burnley. The principle of "marrying opportunity and need" is most relevant to Lancashire. It represents a key challenge for the sub-region as a whole – how to ensure that the economic opportunities in the Central Lancashire area are spread to adjacent areas of regeneration priority, including parts of Blackpool and Pennine East Lancashire.

**Regional Economic Strategy (2006)** – key relevance: recognises the key role of Preston City Centre

2.6 This Strategy sets out three main drivers to achieve its vision, which is to improve productivity, grow the size and capacity of the workforce, and creating and maintaining the conditions for sustainable growth. It supports the development of Preston City Centre as a key driver of sub-regional and regional economic growth alongside Manchester and Liverpool.

**Regional Housing Strategy (2009)** - key relevance: establishes a three strand focus for housing matters

2.7 The Strategy seeks to ensure the region's housing offer supports long term economic growth, inclusion and regeneration. It aims to balance long term housing provision that matches people's aspirations with short term housing pressures that meet more immediate needs. The Strategy is based around three main strands:

- Achieving the right quantity of housing.
- Continuing to raise the quality of the existing housing stock.
- *Connecting people* to the improved housing offer.

**RS2010** – Regional Strategy for England's North West (in preparation) – key relevance: recognising the economic potential of Central Lancashire

2.8 RS2010 is an emerging integrated Regional Strategy that aims to combine the remit of the Regional Economic, Spatial and Housing Strategies plus other strategies. Part 1 of RS2010 will provide an overarching vision and proposed strategic priorities and Part 2 will set out the detailed policies and actions to implement the strategic priorities.

**Diagram of Lancashire**

Multi Area Agreement Areas of:

- Fylde
- Mid Lancashire
- Pennine Lancashire
- Growth Point area

District areas are to be identified.

**Lancashire Green Infrastructure Strategy (2009):** key relevance – promoting the local importance of Green Infrastructure

2.9 This Strategy is based upon an understanding of green infrastructure and its potential to contribute to social and economic regeneration, whilst creating an improved, healthier urban and rural natural environment. The Strategy sets out principles of how Green Infrastructure can be developed in Lancashire to the benefit of Central Lancashire and neighbouring areas.

**Lancashire Economic Strategy (2006):** key relevance – growth priority of Central Lancashire

2.10 Established through the RES and the Northern Way Central Lancashire City Region Development Programme, the Lancashire Economic Strategy provides a framework to connect and deliver national, regional and local priorities. The Central Lancashire Districts have been identified as priority areas due to their dynamic growth opportunities.

**Lancashire Housing Strategy** – key relevance: matching the housing offer with growth potential

2.11 This Strategy sets out the direction and main priorities for housing investment and delivery, along with the establishment of stronger delivery and governance arrangements at the Lancashire level. It seeks to contribute to Lancashire's economic growth and prosperity by improving the quality of housing and places thereby enabling mixed, inclusive and vibrant communities.

2.12 The Strategy also addresses the need for sufficient amounts of the right type of housing to be provided. It states that it is in Lancashire's interests to ensure that housing supply matches economic growth potential and, in the short term, closely relates this growth to the stronger economy of Central Lancashire.

**Lancashire Local Transport Plan (LTP) 3 (in preparation)** – key relevance: will provide the funding justification for key transport schemes and related initiatives

2.13 LTP3 will come into effect in 2011 with a 20 year strategy and a short term implementation plan aimed at delivering the Government's goals for sustainable transport at the Lancashire level through funded schemes and co-ordinated actions. It covers the whole of Lancashire including the unitary authority areas of Blackpool and Blackburn with Darwen.

**Single Integrated Lancashire Strategy (in preparation)** – key relevance: the develop the sub-regional approach that will underpin RS2010

2.14 This will set out the Lancashire-wide spatial priorities, seeking to ensure a balance between facilitating appropriate levels of growth within Central Lancashire and regeneration opportunities in other parts of Lancashire, including Pennine Lancashire and Blackpool. It will inform the preparation of Part 2 of the RS2010 Regional Strategy.

**Central Lancashire and Blackpool Growth Point** – key relevance: to secure funding for housing related infrastructure and enabling initiatives

2.15 Growth Points are designed to provide support to communities who wish to contribute to meeting new housing requirements by uplifting the rate of development compared to RSS annual requirements, through a partnership with Central Government. The Central Lancashire councils of Preston, South Ribble and Chorley, the unitary authority of Blackpool and Lancashire County Council were granted Second Round Growth Point status in July 2008. The Growth Point was on the basis of achieving infrastructure investment in return for increasing the number of homes by 2017.

**Mid-Lancashire Multi Area Agreement (2010)** – key relevance: a direct dialogue with government

2.16 Multi-Area Agreements are a way of helping councils to work with their neighbouring authorities, Government and Government agencies to promote economic development at a city and sub regional level. A Multi Area Agreement (MAA) for the Mid-Lancashire Districts of Chorley, Preston, South Ribble, West Lancashire and Lancaster has been developed in partnership with Lancashire County Council. The MAA aims to support the continuation of employment and economic growth and the opportunities it can provide, whilst tackling strategic objectives such as supporting and sustaining a commitment to a knowledge-led economy through capitalising on unique educational attributes and ensuring infrastructure is able to support such growth.

**Mid-Lancashire Housing and Sustainable Communities Strategy and Investment Plan (2010)** – key relevance: joint working with the Homes and Communities Agency (HCA)

2.17 This strategy applies the three stand approach to housing matters at the Mid-Lancashire level and supports the economic development initiatives of the MAA. It fosters joint working between the local authorities and establishes the housing investment priorities for seeking funding from the HCA.

**Central Lancashire Economic Regeneration Strategy (2010)** – key relevance: seeks to promote economic regeneration initiatives based on the same vision as the Core Strategy

2.18 By pulling together all the economic regeneration issues, attributes and initiatives in South Ribble, Preston and Chorley this Strategy provides a unified promotional approach to attracting investment and supporting businesses across Central Lancashire.

**Diagram of Central Lancashire**

- Chorley
- Preston
- South Ribble

## Place Surveys

2.19 The Place Survey 2008: England aimed to capture local peoples' views, experiences and perceptions of their local area. The results from Chorley, Preston and South Ribble residents were similar and reveal that the perceived level of crime was paramount in making an area a good place to live. Clean streets and health services were too considered to be of great importance. Other aspects in need of improvement were road and pavement repairs and the levels of traffic congestion.

2.20 In autumn 2009 a further local survey was done across Central Lancashire with regard to the character and the provision of services and facilities in a local area.

2.21 The most crucial factors regarding the positive contribution to the character of the local area were

- Public opens space, parks and play areas;
- Landscape, natural features and local detail;
- Building design, appearance and materials.

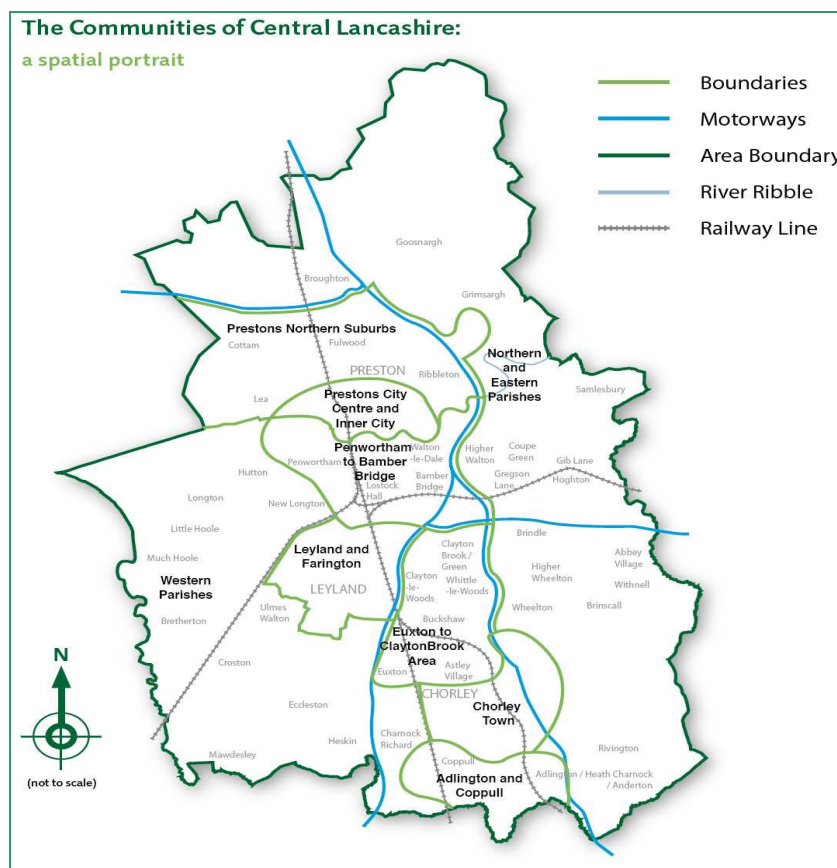
2.22 When ranking the importance of services and facilities that should exist in a local area the top three were:

- GP surgeries;
- Local shops;
- Public transport.



### Chapter 3: Spatial Portrait – The Character of Local Places and the Roles they Play

- 3.1 Central Lancashire is set in the heart of Lancashire within the North West Region. Coined as a place 'with room to breathe' Central Lancashire comprises an urban core surrounded by attractive scenery ranging from the Pennine foothills in the East to the Lancashire Plain and Ribble Estuary in the West. The overall character of the area is a diverse mix of urban and rural including the City of Preston as well as towns, villages and sparsely populated areas.
- 3.2 Central Lancashire is bounded by the Fylde and West Lancashire to the West, Blackburn with Darwen to the East, Wyre to the North and Greater Manchester to the South. The M6, M61, M55 and M65 run through the region creating excellent road accessibility within the sub-region and the West Coast Main Line runs north to south with Preston as a main destination providing excellent rail links to Scotland, the Midlands and London.



#### Main Places within Central Lancashire

- 3.3 The City of **Preston** is England's newest city and is the largest settlement in the area with a population of 132,000 people in 2008 and acts as the main commercial and retail centre of the area with a large and successful university. **Leyland**, along with the adjoining **Farington**, has a strong and diverse manufacturing base is the main town within South Ribble with a population of approximately 32,000 people. **Chorley** with a population of 33,000 is a thriving market town and centre for business and other services.

- 3.4 The settlements of **Penwortham, Walton-le-Dale, Lostock Hall** and **Bamber Bridge** form a fairly continuous urban area, running south from the River Ribble providing popular places to live and local employment areas. **Euxton, Clayton and Whittle-le-Woods** are mainly suburban communities with a range of modern housing, and **Buckshaw Village** is being developed as a new community complete with business parks and local services. **Adlington** and **Coppull** retain local employment roles, with a range of local shops and other services.
- 3.5 As well as the larger settlements there are a variety of flourishing villages throughout Central Lancashire including: **Broughton, Grimsargh** and **Goosnargh** in Preston; **Longton, Higher Walton, Coup Green** and **Gregson Lane** in South Ribble; **Eccleston, Croston, Bretherton, Hoghton, Wheelton** and **Brinscall/Withnell** in Chorley.

### Heritage and Local Distinctiveness

- 3.6 The city of **Preston** and **Chorley** town owe their existence to trade and industry – primarily textile manufacturing and **Leyland** to the commercial vehicle industry. Although initially based upon cottage industries such as hand-loom weaving, it was the industrialisation of the textile process that really saw a boom in prosperity. This was both a result of and a cause for the expansion of the railway network in the area during the mid-nineteenth century.
- 3.7 Grid iron pattern streets typify Preston, Chorley and the centre of Leyland, as workers housing was clustered around the mills and industrial complexes. Whilst materials for earlier buildings are locally sourced the greatly industrialised, more mobile society, saw the introduction of building materials from further afield and a much greater use of brick. The majority of building stock is domestic in scale, though the industrial buildings and complexes are significantly larger – where still in existence. Most are no longer in their original use, and some are either fully or partially vacant.
- 3.8 Many of the small rural settlements across Central Lancashire contain buildings of modest proportions, constructed of local materials e.g. sandstone. Whilst settlements are located in rural areas, they do not all owe their origin to agrarian activities, but because of industrial development, including paper production and cotton manufacturing.
- 3.9 Clearly there are many important links between the three Central Lancashire authorities and places elsewhere in Lancashire, Greater Manchester and Merseyside. However, Central Lancashire shows a high degree of connectivity, with many shared issues and opportunities and it makes sense to plan for them together.

### Landscape Context

- 3.10 Central Lancashire has a diverse landscape with a mix of lowland and upland, the river Ribble and its tributaries, together with canals and large reservoirs. This provides the area with a wide range of ecosystems and biodiversity with natural resources available for energy capture, recreational use and food production.
- 3.11 Main landscape attractions within the area include the Forest of Bowland Area of Outstanding Natural Beauty and the West Pennine Moors as well as significant areas of open space forming a broad and diverse Green Infrastructure network.

## Cross Boundary Issues

3.12 The Core Strategy takes account of cross-boundary issues with neighbouring districts outside of Central Lancashire. The issues identified are:

- The role of Longridge in Ribble Valley;
- The scale of retail growth envisaged for Preston City Centre;
- The implications of Growth Point status for Pennine (East) Lancashire;
- Increased transport connectivity between Central Lancashire and Pennine Lancashire and the Fylde coast;
- Strong economic links along the M61 corridor to Bolton, and the proposed development of the Horwich Loco Works;
- Green Infrastructure inter-connections, for example, via inland waterways.

3.13 The Central Lancashire authorities believe that the Core Strategy policies and proposals do not conflict with the strategies of adjacent authorities.

3.14 The town of Longridge in Ribble Valley is situated to the north east of Preston but right next to the Central Lancashire boundary. The town serves rural areas to the north and east of Preston and could potentially be developed westwards into Central Lancashire. In recognition of its role and function, Longridge has been identified as a Key Service Centre within Policy 1 (Spatial Strategy).

3.15 The scale of retail growth envisaged for Preston City Centre is covered in Chapter 5, and more particularly in Chapter 9. The Central Lancashire authorities consider that the scale of retail growth proposed is appropriate given the evidence of need and the regeneration requirements of Preston City Centre (particularly in the Tithebarn Regeneration Area).

3.16 Concerns have been raised that the Growth Point driven uplift in housing development may impact negatively on the strategy for the Pennine Lancashire Housing Market Renewal (HMR) Area. The HMR is a government funded initiative to revitalise housing markets in areas of low demand and poor housing quality. A study jointly commissioned by the Central Lancashire and Pennine Lancashire authorities\* has shown that the relationship between the two housing markets and the effects of the recession on house building mean that the Growth Point will have little impact on the HMR Area and that the two areas can, in fact, complement each other.

3.17 Bolton Council's emerging Core Strategy proposes significant development in the M61 corridor, including at the Horwich Loco Works strategic economic opportunity site, relatively close to the boundary with Chorley. This is proposed to be a mixed use site for employment and housing, commencing from 2013 onwards. This is likely to provide employment opportunities for people living in Central Lancashire, particularly Chorley. It will not negate the need to provide sufficient employment sites within Central Lancashire (Chapter 9).

3.18 There are important Green Infrastructure links between Central Lancashire and its neighbours, for example along the Leeds-Liverpool Canal to Blackburn and Wigan, through the Ribble Coast and Wetlands Regional Park to West Lancashire and Fylde, and via the West Pennine Moors to Blackburn and Bolton. These links will be maintained and enhanced and are discussed further in Chapter 10.\*Impact Study of the Central Lancashire and Blackpool Growth Point on the Pennine Lancashire Economy and Housing Market – Ecotec March 2010.

## Chapter 4: Spatial Vision and Strategic Objectives

- 4.1 Guiding this Core Strategy is a Spatial Vision of what Central Lancashire ought to aspire to be like by 2026 taking account of its current issues, attributes and potential.

### **A Vision for Central Lancashire in 2026**

By 2026 Central Lancashire will be recognised as a highly sought after place to live and work in the North West. It offers excellent quality of life to all its residents. It will play a leading role in Lancashire's world class economy and have sustainable economic growth based on the area's unique assets. Its central location at the hub of the transport network, its green spaces and access to open countryside make it a place with 'room to breathe'.

Preston, Leyland and Chorley will attract investors and visitors taking advantage of retail, heritage, education and high-quality city and town centres. Central Lancashire's wider role will be as a driver of sustainable economic growth for the region, marrying opportunity and need and providing a transport hub to improve connections for the region.

Preston will have become a transformed city, recognised as an alternative destination to Manchester and Liverpool for high quality retail, cultural, entertainment, business and higher education.

Chorley will have capitalised on its premier location as a place to do business, complemented by a thriving contemporary market town.

Leyland will have built upon its world famous industrial heritage, driving forward change and economic growth in the town and borough to become an enterprise engine.

The character of the City, towns and villages will reflect their individual historic and cultural heritage, with high quality designed new buildings enhancing their local distinctiveness. There will be improved transport connections within Central Lancashire and to wider regional, national and international destinations. The character of rural villages will have been maintained, with access to services to sustain the local communities and overcome rural poverty.

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 wherever possible, adaptation to Climate Change.

### **Sustainable Community Strategies**

- 4.2 In developing our Strategic Objectives to achieve the Spatial Vision, we looked at the priorities of the four (one for each District plus that for the County) Sustainable Community Strategies and found that these relate very strongly to the issues that the Core Strategy will need to address. The diagram below illustrates the linkages between the Community Strategy themes and the thematic Chapters of the Core Strategy.

### Sustainable Community Strategies influence on the Core Strategy

Core Strategy Chapters	AMBITION LANCASHIRE (2005-2025)	PRESTON SCS (2009-2012)	SOUTH RIBBLE SCS (2009-2020)	CHORLEY SCS (2007-2025)
<b>SPATIAL STRATEGY</b>	1 3 11	8	2	1
<b>DELIVERING INFRASTRUCTURE</b>	1 2 7 11 12	2 3 5 6 8	1 2 5	1 5
<b>CATERING FOR SUSTAINABLE TRAVEL</b>	2 7 9 12	3 6 8	2 4 5	1 5
<b>HOMES FOR ALL</b>	1 3 11	5	3 5	2
<b>DELIVERING ECONOMIC PROSPERITY</b>	1 2 3 4 5 6 12	1 2 8	1 2 5	1
<b>ACHIEVING GOOD DESIGN</b>	4 13	3	5	
<b>PROMOTING HEALTH AND WELL-BEING</b>	4 6 7 8 9 10 12	1 2 3 4 5 6 7 9	1 3 4	2 4 5
<b>TACKLING CLIMATE CHANGE</b>	2 13	3	2 3 5	3

**KEY**

AMBITION LANCASHIRE (2005-2025)	THEMES	PRESTON SCS (2009-2012)	
1	Prosperous Lancashire	1	Children and Young People
2	Accessible Lancashire	2	Culture
3	Dynamic Rural Lancashire	3	Environment
4	Image of Lancashire	4	Health and Wellbeing
5	Learning Lancashire	5	Housing
6	Every Child Matters in Lancashire	6	Older People
7	Caring & Healthy Lancashire	7	People and Communities
8	Welcoming & Harmonious Lancashire	8	Prosperous Preston
9	Safer Lancashire	9	Safer Preston
10	Older People's Lancashire		
11	Living in Lancashire		
12	Cultural Lancashire		
13	Greener Lancashire		
SOUTH RIBBLE SCS (2009-2020)		CHORLEY SCS (2007-2025)	
1	People and Communities (including Children and Young People and Older People)	1	Ensuring that Chorley is the pulse of a thriving central Lancashire economy
2	Prosperous Economy	2	Improving life chances for all
3	Health and Wellbeing	3	Developing local solutions to global climate change
4	Safe Neighbourhoods	4	Developing the character and feel of Chorley as a good place to live, work and play
5	Environment, Climate Change and Sustainability	5	Building Stronger Communities with improved access to and satisfaction with public services

### Strategic Objectives

4.3 The locally distinctive Strategic Objectives, designed to set out the key issues to be addressed in each policy area are set out below and repeated at the start of chapters.

Strategic Objective	Theme/Issue	Policy reference
SO 1 To foster growth and investment in Central Lancashire in a manner that: <ul style="list-style-type: none"> <li>• Makes the best use of infrastructure and land by focussing on the Preston/ South Ribble Urban Area, and the Key Service Centres of Leyland and Chorley.</li> <li>• Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres.</li> <li>• Supports service provision in rural areas, particularly the Rural Local Service Centres.</li> </ul>	Managing and locating growth over the plan period Strategic sites and investment Services in rural areas	Policy 1 Locating Growth
SO 2 To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.	Infrastructure provision	Policy 2 Infrastructure
SO 3 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.	Travel/Transport	Policy 3 Travel
SO 4 To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.	Travel/Transport	Policy 3 Travel
SO 5 To help make available and maintain within Central Lancashire District a ready supply of residential development land over the plan period so as to help deliver sufficient new housing of appropriate types to meet future requirements.	Supply of housing	Policy 4 Housing Delivery
SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.	Housing density that is sensitive to its environment	Policy 5 Housing Density
SO 7 To improve the quality of existing housing especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley Boroughs, and to bring empty properties back into use.	Improving quality of existing housing stock	Policy 6 Improving Quality Housing
SO 8 To significantly increase the supply of affordable and special needs housing particularly in places of greatest need such as in more rural areas.	To deliver affordable housing	Policy 7 Affordable Housing
SO 9 To guide the provision of pitches for travellers in appropriate locations if genuine need arises	Location of traveller pitches	Policy 8 Gypsy, Traveller and Travelling Showpeople Accommodation

Strategic Objective	Theme/Issue	Policy reference
SO 10 To ensure there is a sufficient range of locations available for employment purposes.	Encourage economic growth and secure future employment	Policy 9 Providing for Economic Growth and Employment Policy 10 Protection of existing employment premises and sites
SO 11 To secure major retail and leisure investment in Preston city centre to enable it to function as an alternative shopping and commercial destination to Manchester and Liverpool. To achieve the retail and leisure potential of Chorley and Leyland town centres and ensure the district and local centres provide for local needs.	Support retail development where appropriate and sustainable	Policy 11 Retail and Town Centre Uses Policy 12 Leisure and Cultural facilities
SO 12 To create, enhance and expand tourist attractions and visitor facilities in the city, town centres and appropriate rural locations.	To deliver the tourism economy	Policy 11 Retail and Town Centre Uses Policy 12 Leisure and Cultural facilities Policy 13 Sustaining the rural economy
SO13 To sustain and encourage appropriate growth of rural businesses, taking into account the characteristics of the urban fringe and wider countryside.	To support and deliver for the rural economy	Policy 13 Sustaining the rural economy
SO14 To ensure appropriate education facilities are available and skills deficiencies are addressed.	Education and skills	Policy 14 Planning for Education Policy 15 Skills and economic inclusion
SO15 To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Central Lancashire by encouraging high quality design of new buildings.	Quality design in the environment	Policy 17 Design of new buildings
SO 16 To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value and the distinctive character of its landscapes.	Landscape Character	Policy 16 Built Environment Assets Policy 21 Landscape Character Areas

Strategic Objective	Theme/Issue	Policy reference
SO 17 To maintain and improve the quality of Central Lancashire's built and natural environmental assets so that it remains a place with 'room to breathe'.	Protecting and enhancing quality of the environment	Policy 18 Green infrastructure Policy 19 Areas of Separation Policy 20 Countryside Management and Access Policy 22 Biodiversity and Geodiversity
SO 18 To improve the health and well-being of all Central Lancashire's residents and reduce the health inequalities that affect the more deprived urban areas, particularly Inner East Preston.	Addressing health inequalities	Policy 23 Planning for health
SO 19 To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities and services, including healthy food.	Addressing health inequalities	Policy 24 Planning for Sport Policy 25 Community Facilities
SO 20 To create environments in Central Lancashire that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience a higher levels of crime.	Reducing crime and the fear of crime	Policy 26 Planning out Crime
SO 22 To reduce energy use and carbon emissions in new development.	Sustainable Resources	Policy 27 Incorporating Sustainable Resources in new Developments
SO23 To encourage the generation and use of energy from renewable and low carbon sources.	Sustainable Resources	Policy 28 Renewable and low carbon energy sources
SO 24 To manage flood risk and the impacts of flooding especially adjoining the river Ribble and at Croston.	Flooding and risks	Policy 29 Water Management
SO 25 To reduce water usage, protect and enhance Central Lancashire's water resources and minimise pollution of water, air and soil.	Water management	Policy 29 Water Management Policy 30 Air Quality Policy 31 Agricultural Land



## Chapter 5: Spatial Strategy - Managing and Locating Growth

### Strategic Objective

SO 1 To foster growth and investment in Central Lancashire in a manner that:

- \* Makes the best use of infrastructure and land by focussing on the Preston/South Ribble Urban Area, and the Key Service Centres of Leyland and Chorley;
- \* Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres;
- \* Supports service provision in rural areas, particularly the Rural Local Service Centres.

### Cross Cutting Themes

**Achieving Good Design** – it is essential that growth maintains and enhances Central Lancashire's character and, in the case of the strategic sites and locations, leads to the creation of places that are attractive to live in and work.

**Promoting Health and Well-being** – the strategy focuses on the urban area and existing service centres to make the most efficient use of existing health services and other social infrastructure. Where growth results in a need for new infrastructure, this investment must be co-ordinated with service providers and, where appropriate, funded by new development. The strategy can contribute towards well-being in a number of ways by maintaining a network of green, open spaces.

**Tackling Climate Change** – the strategy for locating growth and investment seeks to reduce the effects of climate change by avoiding areas at risk from flooding. By focussing on the efficient use of existing urban areas, new development should be accessible by public transport, helping to reduce carbon and other emissions.

### Managing growth

- 5.1 Planning for growth is about delivering managed change, investment and opportunities, while at the same time enhancing the quality of life for local people. Central Lancashire has and will continue to experience growth, the most important being economic growth as this is closely linked to the prosperity of the area.
- 5.2 Economic growth is measured by the gross value - of production of goods and services - added (GVA) to the economy. By this measure Central Lancashire has, in recent times, grown at a rate greater than the county as a whole but still lags behind the national average. Similarly, between 1990 and 2004 employment in Central Lancashire grew at twice the rate of the rest of Lancashire, but was slower than the national average. Central Lancashire is therefore a place that has been growing but should be performing better, fulfilling its full potential.
- 5.3 The economic recession that began in 2008 has affected the growth and expansion plans of businesses in Central Lancashire. Local unemployment has increased but not by as much as some other places. This is because Central

Lancashire has a number of attributes advantageous to economic growth, including good transport connections, growth oriented industries with well-matched workforce skills, an attractive environment as well as quality further and higher education establishments. These factors all help to retain and where necessary attract key workers and investment, including foreign direct investment.

- 5.4 Preston is emerging as a new economic force. It has survived the decline in manufacturing employment that has affected other parts of Lancashire and the North West. The City Centre has the largest concentration of commercial activity in Central Lancashire providing employment in higher-value sectors that have been growing nationally, specifically computing, business services, retailing and finance. However the City Centre has seen the development of very little new office or retail floorspace in recent years. The University of Central Lancashire in Preston is a significant driver for economic growth, and is increasingly aligning its knowledge base towards some of those sectors that have made Central Lancashire prosper.
- 5.5 In South Ribble advanced manufacturing and automotive industries remain important sectors with major employers including BAE Systems at Samlesbury and Leyland Trucks, and significant public sector employers such as Lancashire Constabulary HQ. The knowledge economy is important in South Ribble, especially at Samlesbury, and the borough's economic regeneration strategy aims for it to become an enterprise engine by 2018.
- 5.6 Chorley leads on GVA productivity, with high growth sectors including business and professional services, food and drink, digital and creative as well as advanced engineering and materials. Some of Central Lancashire's most highly skilled and high value companies are located in Chorley in high-tech engineering, software, digital design, testing and automation.
- 5.7 There are significant population, household and expenditure trends in Central Lancashire which complement the picture of economic growth, specifically:
- The population of the area has grown from 333,400 in 2001 to approximately 345,800 in 2008 and is projected to increase to about 384,000 by 2026. The growth is mainly accounted for by people living longer but birth rates are also rising.
  - More important for new housing provision is the future growth in the number of households. The latest estimate predicts there will be 30,000 extra households in Central Lancashire by 2026.
  - There is a long term trend of rising consumer expenditure per head of population, and a substantially rising population will mean a significant increase in demand for retail, leisure and related activities.
- 5.8 This all points to significant requirements for additional housing provision as well as commercial floorspace. However in times of recession these underlying growth trends become hidden. Consumer expenditure is temporarily reduced as people pay off their debts and increase their savings to safeguard for the effects of possible unemployment. People also delay forming new households and setting up home because of the costs of doing so. These financial pressures have increased in the recent recession due to the severe restrictions on mortgage finance. Overall a recession dents consumer and investor confidence. Some key implications for this are a slowdown in business activity, house

building and retail sales. The ambitions of the Central Lancashire and Blackpool Growth Point need to be understood in this context.

### **Growth Point**

5.9 The aim of Growth Points is to improve the availability of housing by increasing new construction. This national initiative was conceived prior to the 2008 recession when it was hoped that public pump priming monies for infrastructure provision and advance planning would stimulate the house building industry. However the recession, with its associated reductions on loan finance availability severely restricted both potential home buyer purchasing power and developers' ability to pre-fund schemes. In response to the wide scale effects of the recession the government reduced Growth Point funding by redistributing some of the monies to other housing associated incentives across the country. Growth Point funding has yet to be announced for 2011/12 onwards.

5.10 Across Central Lancashire and Blackpool the aim in the Growth Point bid submitted by the participating councils was to increase the numbers of new home built by 2017 by more than 30% above the provision levels in the Regional Spatial Strategy (RSS). The RSS annual housing provision levels for the three Central Lancashire Districts add up to approximately 1340 dwellings. However instead of this annual figure being exceeded house building rates fell substantially with the onset of the recession. This is especially so in Preston with the high number of City Centre apartment schemes dependent on buy to let mortgages which were withdrawn by lenders.

5.11 The government funding allocated to the Growth Point authorities for the first two years was reduced to £3.97 million down from the £5.27 million originally awarded and well below the £20 million that was bid for. In Central Lancashire some of this will be used to part fund improvements at the Broughton roundabout. Another £3.3 million from a separate but related source has been secured to match fund the long planned new railway station at Buckshaw Village.

5.12 The amount of Growth Point related finance so far available has not convinced the local house building industry that rates of residential development can be significantly increased in the near future. Industry representatives predict that no overall excess of house building completions above SHLAA provision levels will be achieved during the Growth Point period to 2017.

5.13 The Central Lancashire authorities consider that the developers' view of future house building activity is too pessimistic by being overly influenced by the short term problems of restricted loan availability. The Growth Point uplift in housing delivery remains an aspiration of the authorities but may not now be achievable. An alternative trajectory of future house building is presented in chapter 8, which envisages an uplift of housing provision of about 5% per year in the short term above RSS levels. The authorities remain committed to doing everything in their power to remove obstacles to recovery and deliver an acceleration of rates of housing development across the Growth Point area.

### **Locating Growth and Investment**

5.14 The overall strategy for directing where new development and investment will be located in Central Lancashire is set against the backdrop of underlying growth trends. Growth will involve providing for new housing, employment and services,

and the infrastructure that goes with these uses. This investment must be achieved in the most sustainable way so as to protect and, where possible, enhance the area's environmental and social assets. In particular, focussing the most sustainable locations for development will help minimise the impact of climate change.

- 5.15 Infrastructure is integral to new development. It includes physical features, such as roads and sewers, as well as services such as training and community safety and Green Infrastructure – green spaces in all its guises. It covers both the setup (capital) costs, such as providing a new library building, as well as running costs (revenue), such as operating a bus service. Sustainable development seeks to make the optimum use of existing infrastructure.
- 5.16 The risk of flooding<sup>1</sup> has been evaluated. Most places in Central Lancashire are not susceptible to river and/or tidal flooding but some places are and are, due to climate change, likely to be more so in the future. These risks have been taken into account in proposing the spatial distribution of development and, in particular, not to encourage it near to the River Ribble and at Croston. More details on flood risk are included in chapter 12.
- 5.17 The size and connectivity of existing places, along with the level of services currently available, are key considerations in deciding where to locate development. It is sensible to minimise the need to travel because most types (modes) of transport pollute the environment, are becoming more costly to use and travelling can also take up a lot of time.
- 5.18 Most parts of Central Lancashire could be further developed but, as the Spatial Portrait demonstrates, the area has many attractive features and much local character. These attributes could be lost by allowing the wrong type and scale of development to take place in unsuitable locations. It is also important that, in line with the objectives of the RSS, the Core Strategy seeks to marry opportunity with need, so that those areas most in need of regeneration can benefit from the new investment that accompanies growth.
- 5.19 With all these considerations, the Core Strategy seeks to ensure that growth and investment take place in the most sustainable locations. The site specific detail of where new development and investment will be located will largely be set out in subsequent Site Allocations Development Plan Documents, but the following section identifies the service centres and the strategic sites and locations for development.

### **Likely distribution of housing development**

- 5.20 The following table shows the approximate distribution of housing development in Central Lancashire up to 2026, including the Strategic Sites and Locations. Within the table, 15% of the total dwellings proposed in the Preston/South Ribble urban area will be developed at Strategic Sites and Locations. Altogether, 25% of the dwellings proposed in the Core Strategy will be developed at Strategic Sites and Locations.

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<sup>1</sup> Phase 1 Strategic Flood Risk Assessment

<b>Location</b>	<b>Total %</b>
Preston/South Ribble Urban Area	45
Buckshaw Village Strategic Site	10
Key Service Centres	30
Urban Local Service Centres	9
Rural Service Centres	6
<b>Total</b>	<b>100</b>

### **Central Lancashire Service Centres**

5.21 The urban area of Preston and South Ribble includes those settlements to the south of the river that function as part of the same built-up area. However, the urban area includes distinct communities with their service centres and separating green spaces.

5.22 The towns of Leyland and Chorley act as Key Service Centres<sup>2</sup> with a range of housing and employment opportunities, as well as retail and other services that serve a wide area. Farington adjoins and acts as part of the Leyland urban area.

5.23 The town of Longridge in Ribble Valley, situated to the north east of Preston but adjacent to the Central Lancashire boundary, serves rural areas to the north and east of Preston and could be developed westwards into Central Lancashire. It acts as a Key Service Centre.

### **Strategic Sites and Locations**

5.24 Strategic Sites are allocated at BAe Samlesbury, Lancashire Central at Cuerden and Buckshaw Village, and shown on maps xx. These sites central to achievement of the Core Strategy.

5.25 Strategic Locations are identified at North West Preston and Central Preston. These are not 'sites' because it is not possible to define precise boundaries at this stage, but broad areas where sites will be identified in due course. These locations are also central to the achievement of the Core Strategy.

5.26 Development of these Sites and Locations will help ensure that the overall Strategy and Vision are achieved. Development has begun at two sites (Buckshaw Village and BAe Samlesbury) under detailed planning permissions; site specific guidance will be prepared for Lancashire Central/Cuerden. Implementation proposals for the Strategic Locations will be addressed in the Site Allocations Development Plan Documents or individual Area Action Plans (AAP). Full consultation will be carried out as part of the preparation of these documents.

5.27 It is imperative that these Sites and Locations are accompanied by the timely provision of infrastructure otherwise these proposals will not be acceptable. The

<sup>2</sup> A term used in the Regional Spatial Strategy.

Infrastructure Delivery Schedule **(to be completed)** identifies the required essential strategic infrastructure – what it comprises and where it applies, when it will be needed as well as the likely providers and funding sources. Where there is a funding shortfall developers will be expected to directly provide and/or contribute to infrastructure. On Strategic Sites and Locations with a high proportion of residential development local services such as small shops, community centre and on-site open/play space will be expected to be provided by the developers. Financial contributions to off-site Green Infrastructure and townscape public realm works will also be sought. Under each Site/Location below major additional infrastructure requirements are set out, not all will require developer contributions (the Schedule makes this clear) and neither are minor public utility connection/diversion works referred to as these are a standard aspect of developing sites.

#### British Aerospace Samlesbury Strategic Site

5.28 British Aerospace (BAe) occupies the majority of this site which is located east of Preston, and partly crosses the Ribble Valley boundary. It is a large site which for many years has been used for aircraft manufacturing and testing. The North West Development Agency recognises the site as a nationally significant concentration of aerospace research and manufacturing and has added it to the strategic regional sites list.

5.29 Outline planning permission was granted in 2007 for a 10 year programme for the expansion of BAe's manufacturing and engineering facility, comprising over 100,000 square metres of industrial, office and ancillary floorspace on land measuring 62.85 hectares. The expansion programme under way will sustain existing employment in the Region and create 600 new highly skilled posts, with significant secondary benefits to the local and sub-regional economy. The wider development will provide potential capacity for 2,700 new jobs on the site up to 2017, including opportunities for BAe's supply chain companies, in addition to the existing 3,800 BAe staff.

5.30 The site will contribute to economic growth and employment for Central Lancashire by building on the existing advanced manufacturing capabilities. Adjacent areas in Pennine Lancashire will also benefit from this growth. Nearly all the necessary infrastructure measures have been completed; all that remains to be done are some traffic calming works.

#### Lancashire Central, Cuerden Strategic Site

5.31 The Lancashire Central Strategic Site at Cuerden lies between Leyland, Lostock Hall and Bamber Bridge, and is adjacent to the M6/M65 junction about 5km south of Preston City Centre. It was identified in the South Ribble Local Plan as a major inward investment site for high technology industrial and business development. The site was acquired by English Partnerships (now the Homes and Communities Agency: HCA) and requires master-planning in order to bring it forward. This will include details of necessary infrastructure provision, particularly to improve access by public transport.

5.32 This site contributes significantly to the portfolio of sites in Central Lancashire. It is large enough at 65 hectares to attract a major employer and contribute to the development of the high quality manufacturing uses and knowledge-based industry. This will help to provide high-skilled jobs for Central Lancashire's workforce and the wider sub-region. A new major road access is required that

can also handle Preston and Leyland bound traffic. In addition public transport accessibility needs to be provided possibly enabling passengers to interchange services as well as use a park and ride facility.

#### Buckshaw Village Strategic Site

5.33 Buckshaw Village is a mixed-use, brownfield development site that spans the boundary between South Ribble and Chorley to the north of Euxton. It is located on the site of a former Royal Ordnance munitions factory which closed in the 1990s. There is already considerable public and private investment in the site and the scheme will ultimately house up to 8,000 people in a sustainable urban village. About 1700 dwellings have been completed up to October 2009, and there is capacity for a further 2400 dwellings.

5.34 Matrix Park, Southern Commercial and the Revolution regional investment site are being developed to create substantial employment growth at Buckshaw, with a total of 65 hectares remaining for commercial and other uses. All parts of the Village are or have the potential to be ranked as 'Best Urban' according to the Employment Land Review (see chapter 9 for more details).

5.35 The land at Buckshaw Village is highly accessible, being in close proximity to the M6 and M61. The area also has a regular bus service, cycle and footpath routes, and a proposed railway station and park and ride on the Preston – Manchester line, planned to open in 2011. Development of the site will not be completed before 2020. The scale of the site means that Buckshaw will contribute significantly to growth through housing and employment provision in Chorley and South Ribble. Community facilities are planned and Strategic Green Infrastructure provision is currently being implemented.

5.36 Some of the infrastructure for this site has already been provided. A new railway station with park and ride, a primary school and health centre are also planned, these projects have funding. An additional primary school will be required.

#### North West Preston Strategic Location

5.37 This is a broad sweep of greenfield land south of the M55 stretching from Cottam in the west, 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. The Strategic Location comprises three main sub-areas – Cottam Hall (including the former brickworks), Higher Bartle, and land at Eastway.

5.38 Land at Cottam Hall is owned by the HCA. Housing development began in the late 1980's and infrastructure is in place to develop the remainder. Cottam Hall Brickworks is adjacent to the HCA land and is predominantly brownfield. It is subject to mixed use proposals that will complement the proposed development of the HCA land. Cottam Hall will contribute some 1300 dwellings to the housing supply with construction commencing during the early part of the plan period. The Brickworks site will include retail, employment and leisure uses, as well as up to 200 residential units.

5.39 The Bartle area lies to the north and east of Cottam Hall and consists of areas of greenfield land in a number of private ownerships. It could contribute up to 1800 dwellings. Development is not envisaged to commence until the middle of the Core Strategy period (2015 onwards) and is unlikely to be completed before the

end of the plan period (2026). Land at Eastway is located to the east of the A6 and is also in HCA ownership. It has the potential for mixed use development including housing (around 100 dwellings), park and ride facilities and some employment provision.

5.40 Overall the inclusion of this area as a Strategic Location provides clarity about the future development of the area, protecting those areas that might be needed in later plan periods through the plan, monitor and manage principles of implementation.

5.41 In respect of infrastructure, a primary school is needed and a nearby health centre will be required to be extended. Significant improvements to the local road network are necessary with greatly enhanced bus service accessibility. A new railway station and park and ride are also proposed.

#### Central Preston Strategic Location

5.42 The Strategic Location of Central Preston includes the City Centre, which in turn includes the Central Business District Area (CBD) and the Tithebarn Regeneration Area. It also includes an area north east of the City Centre (Inner East Preston) which exhibits some of the highest levels of deprivation in the City.

5.43 The CBD has been identified as the preferred location by the City Council for over 700,000 sq ft of new grade A office development, supported by complementary mixed uses. It occupies a strategic location between the West Coast main line railway station and the University of Central Lancashire. It is in a highly sustainable location, accessible by a range of means other than the private car. The CBD proposals may be significant enough to warrant the preparation of a separate Supplementary Planning Document (SPD).

5.44 Allied to the Central Business District proposals is the continued expansion of the University of Central Lancashire. This would include the development of knowledge based employment sectors within Central Preston that can benefit from links to the University and the sub-regions expertise in high technology manufacturing.

5.45 The Tithebarn Regeneration Area is located in the north east quarter of the city centre. It is key to the vision for Preston City Centre and is seen as a critical catalyst for the wider regeneration aspirations of Central Lancashire. It is an appropriate location for large scale mixed use re-development.

5.46 It is expected that the Tithebarn development will begin by the middle of the plan period. The CBD is a long term project proposed towards the end of the plan period. Comprehensive regeneration of Inner East Preston is anticipated in the second half of the plan period. Development of the Tithebarn Regeneration Area will necessitate the replacement of the bus station. Major works to the electricity grid and the installation of a new primary sub-station have been completed but connections thereto will need to be made. A need for a new health facility has been identified. Major improvements to cycling, walking and crossing facilities and footbridge over Ringway are also needed.



**Local Service Centres**

5.47 Those Local Service Centres that are close to the Key Service Centre towns of Chorley and Leyland, which are more urban in character, are distinguished from Local Service Centres in more rural locations. Urban Local Service Centres benefit from short transport connections with services in the nearby towns. Rural Local Service Centres serve their own residents and those in nearby villages with basic services and are well placed to provide for future local housing and employment needs. Good access to services is essential if rural communities are to survive and prosper.

**Other Settlements**

5.48 Outside of the main urban area and service centres, there are many smaller settlements. In the interests of sustainable development, growth and investment should be confined here to small scale infill and the change of use or conversion of existing buildings, in accordance with Policy 13 – Sustaining the Rural Economy. Affordable housing development of an appropriate scale on the edge of a rural settlement to meet a particular local need may be justified in accordance with national planning policy. Occasionally, the historic use of a large site in the Green Belt (a 'Major Developed Site') may cease, and the site owners may consequently seek an alternative use. Such sites are generally not in the most accessible locations so are normally not appropriate for uses that would generate large numbers of trips to access off-site services.

**Policy 1: Locating Growth**

Focus growth and investment on brownfield sites and the Strategic Location of Preston Central, the Key Service Centres of Chorley and Leyland and the other main urban areas in South Ribble, whilst protecting the character of suburban areas. Some greenfield development will be required on the fringes of the main urban areas. To promote vibrant local communities and support services, an appropriate scale of growth and investment will be encouraged in identified Local Service Centres, providing it is in keeping with their local character and setting, and at certain other key locations outside the main urban areas.

Growth and investment will be concentrated in:

**(a) The Preston/South Ribble Urban Area comprising:**

- The Central Preston Strategic Location and adjacent inner city suburbs, focussing on regeneration opportunities in Inner East Preston, the Tithebarn Regeneration Area and Central Business District Area in particular.
- The northern suburbs of Preston, focussing on local centres, with greenfield development within the North West Preston Strategic Location.
- The settlements south of the River Ribble, comprising:
  - Penwortham, focussing on the regeneration of the district centre.
  - Lostock Hall, focussing on the regeneration of the district centre and brownfield sites.
  - Bamber Bridge, focussing on the regeneration of the district centre and brownfield sites.
  - Walton-le-Dale, Higher Walton, focussing on brownfield sites.

**(b) The Key Service Centres of:**

- Leyland / Farington, focussing on regeneration of Leyland town centre and brownfield sites.
- Chorley Town, focussing on the regeneration of the town centre but with some greenfield development.
- Longridge, where land within Central Lancashire may be required to support the development of this key service centre in Ribble Valley.

**(c) Strategic Sites allocated at:**

- British Aerospace Sarnesbury – employment
- Lancashire Central (Cuerden) – employment
- Buckshaw Village – mixed use

**(d) Some growth and investment will be encouraged at the following Urban Local Service Centres to help meet housing and employment needs:**

- Adlington
- Clayton Brook/Green
- Clayton-le-Woods (Lancaster Lane)
- Coppull
- Euxton
- Whittle-le-Woods

**(e) Limited growth and investment will be encouraged at the following Rural Local Service Centres to help meet local housing and employment needs and to support the provision of services to the wider area:**

- **Brinscall / Withnell**
- **Eccleston**
- **Longton**

**(f) In other places - smaller villages, substantially built up frontages and Major Developed Sites<sup>1</sup> - development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.**

#### Sustainability Appraisal

- \* The option taken forward into publication is the most sustainable option identified through the Sustainability Appraisal.
- \* Options include the spread of growth and investment across an identified hierarchy with priority locations
- \* Deemed to have the least negative impacts

## Chapter 6: Delivering Infrastructure

### Strategic Objectives

SO 2 To ensure there is sufficient appropriate infrastructure to meet future needs, funded where necessary by developer contributions.

### Cross Cutting Themes

**Achieving Good Quality Design** – High quality design of new infrastructure and the expansion and integration to existing infrastructure can make places more accessible and functional.

**Promoting Health and Well-Being** – Well planned transport infrastructure can provide better walking and cycling facilities, more efficient interchange between modes of transport benefiting health and well being. Green Infrastructure can provide areas for nature conservation and recreation having a positive impact on health and well being.

**Tackling Climate Change** – Improving transport infrastructure and accessibility to transport infrastructure can reduce the number of trips, give transport alternatives and reduce overall carbon emissions. Green Infrastructure can offset carbon emissions.

- 6.1 What has been established for this Core Strategy are the essential pieces of infrastructure that will be needed to help appropriately deliver the overall quantum of development envisaged and the particular requirements relevant to the Strategic Sites and Locations (see Chapter 3). There are a variety of infrastructure providers.
- 6.2 The 'public' utility services – electricity, gas and telecommunications, are provided for profit by private sector companies although their investment plans are overseen by public regulators. Local public sector providers – eg health, education, are supported by national government sources of funding but this is generally aimed at catering for existing demand plus some 'natural' growth and refurbishment/replacement programmes.
- 6.3 Increased infrastructure services arising from demand associated new development is generally provided and/or paid by developers. Although in practice the price paid for the land should reflect all the development costs including infrastructure.
- 6.4 The way new developments can be required to provide infrastructure through planning permissions is changing. 'Developer contributions', as they are known, is the process of reaching separate individual legal agreements under Section 106 of the Planning Act. Such contributions are also used to mitigate other adverse impacts of a development. This process is currently evolving into a standard charge type approach whereby a levy or tariff is applied to each unit of development, such as per dwelling.
- 6.5 The advantages of a tariff are that the process of negotiation for each development is curtailed, developers and landowners know in advance what

such costs will be charged and the monies collected can be used for a range of infrastructure related purposes not necessarily connected to individual developments. The difficult aspect for local planning authorities is establishing the range of infrastructure that will require developer contributions and setting the levels of the tariffs for each type of development which takes account of on economic viability.

- 6.6 In respect of residential tariffs, work done through the Housing Viability Study suggests that that a tariff of up to £10,000 per dwelling would be viable in most parts of Central Lancashire. The Study was mainly done to establish the proportions of affordable housing that could be viably achieved from market housing schemes. A further factor taken into account by the research was the cost of dwelling construction particularly taking account of different Code for Sustainable Homes levels. Establishing the economic viability of development therefore requires a multi-faceted assessment which will vary for different land uses. Also individual sites may have genuinely unforeseeable abnormal costs (such as unrecorded mine workings) that necessitate the standard charge being varied.
- 6.7 Establishing a workable levy type approach with tariffs that are set at appropriate levels will require further research as well as consultation with the development industry and infrastructure providers in addition to wide community engagement. The key to avoiding adverse impacts of new developments on existing and new communities is the timely provision of the necessary infrastructure and other mitigation measures.
- 6.8 A separate Infrastructure Delivery Schedule (**to be completed**) itemises the essential strategic requirements as the first part of a full Infrastructure Delivery Plan that will be worked up alongside preparation of the Site Allocations Development Plan Documents and the development of a levy/tariff Standard Charging Schedule.

**Policy 2 Delivering Infrastructure**

**Work with infrastructure providers to establish works and/or service requirements that will arise from or be made worse by development proposals and determine what could be met through developer contributions, having taken account of other likely funding sources.**

**If a funding shortfall is identified, require, through developer contributions, that the new development meets the necessary on and off-site infrastructure requirements necessary to support the development and mitigate any impact of that development on existing community interests.**

**In such circumstances developer contributions in the form of actual provision of infrastructure, works or facilities and/or financial contributions will be imposed through one off negotiations and/or by applying a levy/tariff based on standard charges as appropriate. This will ensure that all such development makes an appropriate and reasonable contribution to the costs of provision after taking account of economic viability considerations.**

**The standard formulae will be re-assessed and modified in cases where actual provision of infrastructure, works or facilities normally covered by standard charges is provided as part of the development proposals.**

**The provision of infrastructure will be linked directly to the commencement and phasing of developments in accordance with broad priorities as set by the local planning authorities. This will ensure that appropriate enabling infrastructure is delivered in line with future growth, although some monies will be specifically collected and spent on the provision of more localised infrastructure. The infrastructure provision will be coordinated and delivered in partnership with other authorities and agencies.**

**Sustainability Appraisal**

\* This policy is a relatively new addition to the Core Strategy process and evolved as a result of representations received at the Issues and Options stage.

\* It is a positive inclusion within the sustainability appraisal process as it supports the inclusion of a broad range of infrastructure including transport, utilities and green infrastructure which cover all three aspects of social, economic and environmental sustainability.

\* No options were proposed for this policy as there are strict government guidelines under Section 106 of the Planning Act and government circular 05/2005.

\* Overall no significant adverse impacts.

## Chapter 7: Catering for Sustainable Travel

### Strategic Objectives

SO 3 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.

SO 4 To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.

### Cross Cutting Themes

**Achieving Good Design** – The layouts of new developments should include safe and secure pedestrian routes and cycleways linking with local services including public transport connections to enable necessary longer trips.

**Promoting Health and Wellbeing** – Walking and cycling are good forms of exercise increasing cardio-vascular activity and reducing the risk of heart related diseases. There are lottery funded ‘cycling for health’ schemes in Preston, South Ribble and Chorley.

**Tackling Climate Change** – Car travel produces high proportions of carbon dioxide (and other polluting emissions) per vehicle occupant; walking, cycling and public transport produce far less emissions.

7.1 Increasing accessibility and promoting sustainable travel is a key theme within this chapter. Currently, most journeys in Central Lancashire are undertaken by car, commuting to and from work, causing peak hour traffic congestion. Long term predictions future car use indicate a rise in the number of trips, despite increased fuel prices and more opportunities to work and shop from home. The majority of trips undertaken are short – less than two miles and many could be made by walking or cycling instead of in cars. Sustainable travel alternatives need to be supported and promoted through the plan period.

Method of Travel	England and Wales	Chorley	Preston	South Ribble
	% of total trips			
Work mainly from home	9.2	9.3	7.4	8.1
Drive car	55.2	65.5	55.9	64.6
Car Passenger	6.3	7.3	7.5	7.4
Bus	7.4	3.3	11.2	5.8
Train	4.1	1.8	0.7	1.0
Motorcycle	1.1	1.0	0.9	1.3
Bicycle	2.8	1.8	2.6	3.9
Walk	10.0	9.2	12.9	7.2
Other	4.0	0.8	0.9	0.7

Source: Census of Population, 2001

7.2 The Census of Population (2001) travel to work data illustrates the pattern of commuting travel. The table shows that Central Lancashire has an above average car use and all bar South Ribble have below average bicycle use. The wide availability of long-stay public parking and free private workplace parking makes such trips by car attractive. Train use is and except in Preston, bus use is also below the national average.

### **Reducing the need to travel**

7.3 Reducing the need to travel and minimising traffic congestion will have a positive effect on reducing air pollution. Locating development in accessible locations as supported by Chapter 5 will reduce trips and thus reduce air pollution. Further details on air quality can be seen in Chapter 12.

7.4 Preston has the greatest concentration of jobs within Central Lancashire, with the majority of trips made to or within the City, sustainable travel options here will be most feasible. With new development proposed in the City Centre and elsewhere in urban areas including Leyland and Chorley, increased population will increase travel demand and encourage the need for a variety of sustainable travel options.

### **Changing Travel Attitudes**

7.5 Consumers travel attitudes and perceptions of travel options need to be altered and informed if reducing the need to travel and encouraging changing transport modes are to be successfully achieved. Greater information on travel options and choices is essential as is the need for joint working enabling easy interchange between connecting bus and train services, to minimise delay and inconvenience. Some improvements to the road network will also be necessary to complement enhanced public transport, such as providing missing links and junction improvements assisted by electronic controls.

7.6 Travel Plans can be another tool in changing perceptions and reducing the need to travel. Traditionally used by employers to encourage their employees to use sustainable ways to travel to work such as car sharing, they can also be introduced in the early stage of developments to encourage sustainable travel behaviour. A key ingredient, after raising awareness about travel options, is the need to deliver reliable services so that confidence grows in alternative transport modes and people do not revert back to previous preconceptions.

### **Promoting Walking and Cycling**

7.7 Pedestrian schemes and networks are more localised. A Quiet Zone has improved the environment of the university campus in Preston and a Clear Zone will improve the City Centre for pedestrians. Further improvements will follow in Leyland town centre. In Chorley, Market Street is closed to through traffic and the completion of the western bypass has taken more traffic movements out of the town centre. Further improvement is required to provide safe and convenient paths and pavements in urban, suburban and rural areas

7.8 For many journeys, cycling offers an alternative mode of transport to the car. Research suggests that cycling has the greatest potential of any mode for reducing car use. Traffic on main roads discourages cycling but a growing network of cycle routes with both on-road lanes and off-road cycleways can make cycle journeys safe and convenient across Central Lancashire. Whilst



Buckshaw village has won an award for its cycling facilities, there is a need for more investment to capitalise on the potential for increasing cycle use, within the area. Cycle network plans are being drawn up for Preston, Chorley and Leyland. The Guild Wheel Initiative would create a cycle route approximately 21 miles long and will follow a combination of new and existing cycle routes, many of which are off road. The Wheel also links five National Cycle Network routes to Lancaster, Blackburn, Wigan, Blackpool and Southport.

### **Promoting Public Transport - Trains**

7.9 Preston has Lancashire's premier railway station, all passenger trains within Central Lancashire stop or terminate here and overall nearly 4.5 million passengers per year use the station. A fast service run on the West Coast Main Line (WCML) through Preston and link to London, Birmingham, Glasgow and Edinburgh providing excellent opportunities for business use particularly and is well located to act as a gateway for future high speed rail services continuing on to Scotland.

7.10 More locally, Preston is at the centre of rail services to Manchester and beyond (including the airport), Liverpool (via Wigan or Ormskirk), Blackpool (including the airport), Cumbria and East Lancashire and beyond. These are important links for commuters and business travellers, as well as for shopping and leisure trips. There is some existing overcrowding on local trains, especially to Manchester and national/regional travel trends indicate a rise in demand, however most services currently cope at peak times.

7.11 Recent years have seen some investment in local train services. In 2011 a new station and Park and Ride will open at Buckshaw Village using a combination of developer and national funding. Further improvements will be made through the provision of new rail stations to increase efficiency and travel choice. Planned electrification schemes will mean that by 2016 quicker, more efficient services from Manchester and Liverpool via Preston to Blackpool North and generally better rolling stock than at present. Elsewhere there are deficiencies to be remedied by providing more car and cycle parking, easier access for mobility-impaired passengers and real time information for passengers, particularly at Leyland and Adlington stations.

### **Promoting Public Transport - Buses**

7.12 The bus is a popular transport choice; however, there are often delays due to congestion as all vehicles have to share the same road space. Bus lanes and priority measures reduce the delay to buses but, to provide an attractive alternative to the private car, a bus rapid transit system is needed with dedicated bus routes. The network required would include the main radial routes into Preston City Centre and services connecting the City with Leyland and Chorley.

7.13 Within Preston bus services already benefit from electronic real time information at bus stops. This facility would need to be extended to the full rapid transit network to maximise ridership. Chorley has a modern bus/rail interchange. Preston bus station has a rundown internal appearance and a poor image. It is due to be replaced by a new interchange south of Church Street, provided as part of proposals to regenerate the Tithebarn area. In Leyland interchange facilities need to be improved here, as well as elsewhere across South Ribble.

- 7.14 There is a wide spread of rural bus services, typically these are less frequent and have seen declining use in recent years. Some people are highly dependent on them, particularly older, mobility-impaired persons and teenagers. In addition to traditional bus services, there is a range of possible solutions, such as taxi sharing and other specialist pre-booked services aimed at the most dependent users and their essential trips to local hospitals and other services. However, these Demand Responsive Transport services are limited and would benefit from more funding and coordination.

### **Managing Car Use**

- 7.15 High usage of cars is the main cause of road congestion in peak times. The Central Lancashire Transport Study predicts that total annual trips to work by car in the Plan Area would rise from 28 to 34 million by 2018 if high development growth was achieved and there was no switch to public transport. A further increase to 38 million car trips a year is predicted on the same basis by 2028. In practice, congestion could discourage such an increase in car use and also restrict economic growth. High vehicle occupancy road lanes could reduce congestion

#### Car Parking

- 7.16 The management of public car parks both short stay and long stay can influence car use. Also public car parking charges will have an impact on the numbers of people choosing to use their cars. There will be a review of work place car parking. Car parking standards will apply as set out in regional policy. However, in certain circumstances, taking account of local character, it will be appropriate to apply car parking standards flexibly.

#### Road Schemes

- 7.17 Within Preston a bypass at Broughton is planned, to be funded by developer contributions. Prospects for a Penwortham bypass are more remote but future traffic growth will bring increased pressure to improve the A582 and provide a better link between the A59 and the M65 and M6 motorways.

#### Motorway Network

- 7.18 Central Lancashire is well connected to the national motorway network and this is an essential requirement for local firms for both business travel and road freight. There are very limited opportunities for rail freight connections in the area because of a lack of sites and suitable sidings. Preston is well served by motorway junctions and the City is bypassed by through traffic. However, motorway congestion still occurs on the 8-lane section of the M6 east of the City, with peak hour traffic queuing to get off the motorway at its junctions with the M55 and M61.
- 7.19 M6 Junction 29 and M61 Junction 8 have been improved to serve the ongoing housing and employment development at Buckshaw Village. Long-standing but unauthorised use of the Charnock Richard M6 service area as a motorway access shows some demand for a junction here. There are also benefits of having north facing slip roads at Junction 31A on the M6, to provide direct motorway access to/from existing and proposed employment sites and for having a junction north of the M55 between Junction 32 and 33 South of Garstang.

**Policy 3: Catering for Sustainable Travel**

The best approach to planning for travel will involve a whole series of measures:

- (a) Reducing the need to travel by -
  - i. encouraging more flexible working patterns and home working
  - ii. enabling better telecommunications for business, education, shopping and leisure purposes
  - iii. assisting home deliveries of ordered goods
- (b) Improving pedestrian facilities with -
  - i. High quality designed city and town centre paving schemes
  - ii. safe and secure urban and rural footways and paths linking with public transport and other services
- (c) Improving opportunities for cycling by –
  - i. completing the Central Lancashire Cycle Network of off-road routes and supplementing this with an interconnected system of on-road cycle lanes and related road junction improvements
- (d) Improving public transport by –
  - i. providing new railway stations at Buckshaw Village\*, Cottam\*, Midge Hall and Coppull (\* park and ride sites), and improving Preston and Leyland stations
  - ii. creating a bus rapid transit system on routes into Preston and to Leyland and Chorley
  - iii. improving main bus routes elsewhere
  - iv. supporting Demand Responsive Transport
- (e) Enabling travellers to change their mode of travel on trips through -
  - i. providing a ring of new bus based park and ride sites around Preston at – Broughton Roundabout, Tickled Trout, Penwortham, Cuerden and Riversway.
  - ii. improving car and cycle parking facilities at railway stations, including at Adlington
  - iii. better coordinated bus and rail services
  - iv. providing better public transport interchanges and hubs including a new bus station at Preston
  - v. preparing, implementing and monitoring Travel Plans including Personal Travel Plans
- (f) Encouraging car sharing by -
  - i. promoting work based schemes
  - ii. providing high vehicle occupancy road lanes into to Preston
- (g) Managing car use through –
  - i. management of long and short stay car parking in the centres of Preston, Chorley and Leyland
  - ii. public car parking charges
  - iii. reviewing work place car parking
- (h) Improving the road network with -
  - i. bypasses of Broughton and Penwortham
  - ii. a new road from Walton Park, through Bamber Bridge to Lostock Hall
  - iii. improving the A582 and linking to the A59
  - iv. improvements between Cottam and Eastway
  - v. variable traffic flow measures on existing roads

### Sustainability Appraisal

\* The sustainability appraisal uncovered that all proposed options for encouraging sustainable travel had some social, environmental and economic benefit and as such a combination of options should be brought forward in the publication policy.

\* However, Option G promoting a road link over the River Ribble and Option H to complete the motorway link around Central Lancashire, whilst this would have significant economic benefits the environmental harm would outstrip other benefits.

\* The publication policy brought forward encompasses the most sustainable aspects of the options presented and encourages walking and cycling, efficient public transport and managing car use.

## Chapter 8: Homes for All

### Strategic Objectives

SO 5 To make available and maintain within Central Lancashire a ready supply of residential development land over the plan period, so as to help deliver sufficient new housing of appropriate types to meet future requirements.

SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.

SO 7 To improve the quality of existing housing especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley, and to bring empty properties back into use.

SO 8 To significantly increase the supply of affordable and special needs housing particularly in places of greatest need such as in more rural areas.

SO 9 To guide the provision of pitches for travellers in appropriate locations if genuine need arises.

### Cross Cutting Themes

**Achieving Good Design** – Well designed housing is attractive in terms of appearance and setting but also efficient to run and well suited to the needs of the occupants, particularly in respect of adaptability as personal circumstances change through life.

**Promoting Health and Wellbeing** – Poor housing such as damp conditions or inadequate heating can directly cause ill health. Housing that is expensive to heat causes stress for households on low incomes and poorly adapted properties for mobility restricted residents undermines wellbeing.

**Tackling Climate Change** – A significant proportion of total carbon emissions arise from energy inefficient housing dependent on non-renewable power sources.

8.1 The Government's key housing policy objective is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community they want to live<sup>3</sup>. Regional policy reflects government thinking.

8.2 Central Lancashire currently benefits from a balanced mix of housing types, tenures and ages within urban and rural settings. Generally, housing quality is of an acceptable standard, in locations with good accessibility and services creating attractive places to live. House prices are typically high which creates issues of affordability.

8.3 Housing can be assessed in key strands: delivery, density, quality and need which are discussed throughout this chapter.

<sup>3</sup> Planning Policy Statement 3: Housing

## Housing Delivery

8.4 The Regional Spatial Strategy sets out housing requirements for each authority, informed partly by future household projections. The table below shows the annual dwellings required for each authority which equates to a 15 year requirement of just over 20,000 dwellings across Central Lancashire.

Authority	RSS Annual Requirement
South Ribble	417
Preston	507
Chorley	417
Central Lancashire (Total)	1,341

8.5 As a requirement of national policy, the Core Strategy must look forward to a plan period of 15 years from adoption and as such the RSS annual requirement has been used between 2021 and 2026 - the end of this Core Strategy plan period.

8.6 The RSS housing provisions may be exceeded on a year by year basis provided such over-provision is not excessive or prolonged. National policy suggests that a variance of up to 20% is acceptable. However, it should not lead to excessive residential development on greenfield sites, nor go against the objective of locating new housing in the most sustainable locations. The target for the proportion of new housing to be built on previously developed (brownfield) land in Central Lancashire is at least 70% and this is currently being achieved. Account must also be taken of any adverse effect on existing housing and markets both within and outside Central Lancashire. These aspects can be assessed by thorough and regular monitoring.

8.7 The Central Lancashire and Blackpool Growth Point aims to increase the rate of house building to a level of over 30% above RSS levels for the period to 2016/2017. However, the recession and reduced Growth Point funding has made such an excessive uplift unlikely.

8.8 The latest household projections (2006) predict that, within Central Lancashire, there will be 30,000 more households by 2026, the end of the Core Strategy plan period, higher than the household projections used to determine the RSS housing requirements. In times of recession household formation is both deferred and concealed. A survey of local households done for the Strategic Housing Market Assessment suggests that about 7.5% of them are made up of 3 or more person 25 years of age or older. This would equate to over 10,000 households across Central Lancashire.

8.9 However, past building trends across Central Lancashire as a whole show that RSS targets have neither been met nor exceeded. There are a number of contributory reasons including: a previous housing restraint policy within Central Lancashire at the beginning of the RSS plan period, the economic recession, lack of availability of finance for developers and mortgages and an undermining investment confidence.

**Insert Housing Completions table 2003/04 to 2008/09**

### Housing Land Availability

- 8.10 A Strategic Housing Land Availability Assessment (SHLAA) for Central Lancashire has been carried out and kept under review. This requires the local authorities to reach agreement with representatives of the local house building industry on what amount of land is likely to be developed over the next 15 years based on sites with development potential. Developers are currently pessimistic about future delivery prospects, expecting the recovery from recession to be slow and associated restrictions on the availability of loan finance to continue for several years.
- 8.11 The Core Strategy adopts a slightly more optimistic approach for future housing development prospects, taking account of the following assumptions:
- The Homes and Communities Agency will use both its general financial resources and local landownership assets to bring forward unimplemented sites.
  - Loan finance for both developers and mortgages will become more readily available.
  - Rapid progress will be made on identifying future land for housing development in suitable locations (including fully recognising the potential of appropriate re-use of former employment land) in forthcoming Site Allocations documents to accompany this Core Strategy and so reduce uncertainty, release more land and engender developer confidence.
- 8.12 The most straightforward outcome could be a moderate increase in the rate of construction on some sites. This may equate to an increase in housing delivery in the region of 5% per year above SHLAA levels in the short term.
- 8.13 However, in the event that an upturn in the house building market takes longer than expected, authorities will need to be flexible in their approach to meet the housing delivery requirements. A flexible approach may be considered for example if a situation of 20% undersupply occurs. Regular monitoring will need to be undertaken and analysis of data to understand trends and predict future outcomes. Alternative strategies will be assessed on a site by site basis but there will be no compromise on overall design standards.
- 8.14 The likely distribution of housing development is set out in table xx in chapter 5.

**Insert Housing Trajectory**

**Policy 4: Housing Delivery**

Provide for and manage the delivery of new housing by:

- (a) Ensuring there is enough deliverable land suitable for house building capable of providing a continuous forward looking 5 year supply in each authority from the start of each annual monitoring period and in locations that are in line with the Spatial Strategy Policy, the previously developed land target (of at least 70%) and suitable for developments that will provide the types necessary to meet the requirements of the Plan area.
- (b) Ensuring that sufficient housing land is identified for the medium term by identifying in Site Allocations Documents a further supply of specific, developable sites for housing and in the longer term by identifying specific developable sites or broad locations for future growth.
- (c) Monitoring house construction annually but review local authority targets on the basis of a rolling 3 year performance. If, over the 3 year review period, any targets relating to housing completions or the use of previously developed land are missed by +/-20%, the phasing of uncommitted sites will be adjusted as appropriate to achieve a better match; provided this would not adversely impact on existing housing or markets within or outside the Plan area.

**Housing Density**

8.15 Another aspect of housing quality is the density at which housing is built. Central Lancashire covers a variety of places with different characteristics, including a mix of inner urban typically built at 80-90 dph, suburban and rural 25-35 dph and therefore different densities will be appropriate across different areas.

8.16 Density is an important consideration in any proposed housing scheme, however the key objective is to achieve high quality design that responds to the character of the area in terms of existing density, siting, layout, massing, scale, design and landscaping etc. The appearance of a scheme is as much to do with the scale and volume of the buildings as it is with the actual numbers of dwellings on a site.

8.17 The importance of high quality design for all types of new buildings is emphasised in chapter 10 of this Core Strategy.

8.18 High density does not imply poor design quality, overcrowding and reduced space standards nor does it necessarily mean forcing high quantities of buildings in small spaces. Conversely, applying high density standards can lead to 'standardised developments' with little or no local character and identity. Equally, low density does not imply good design quality or respect of local character if the scale of development or size of buildings is out of context. Residential properties for example, on generous plots where 'garden development' is proposed may undermine an areas amenity, character and local distinctiveness. Not all brownfield land is capable of being developed.



- 8.19 National policy sets out an indicative minimum density of 30 dph but suggests that in sustainable locations such as urban centres like Preston city centre, densities higher than this may be appropriate. Conversely, there may be other situations such as in rural settings where the site's context and the character of the surrounding area would justify a development with a density lower than 30 dph.

#### **Policy 5: Housing Density**

**The authorities will seek to secure densities of development which are in keeping with local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area. Site specific guidance on density will be provided through the Site Allocations DPD. Where the authorities consider that the number of units proposed will have such a detrimental impact on an area, densities below 30 dph will be sought. In other instances, a density of at least 30 dph will be required. Higher densities (above 50 dph) may be acceptable in the most sustainable locations such as Preston City Centre.**

#### **Providing Quality Housing**

- 8.20 Alongside delivering a target requirement of new housing within Central Lancashire is a commitment to improving existing stock and delivering quality housing that reflects the needs of current and future households. By 2026, the majority of housing within Central Lancashire will comprise the existing stock before the plan period began, with new housing delivered throughout the plan period being a small percentage of the overall total, thus improving the quality of existing stock is of paramount importance.
- 8.21 Currently, in Central Lancashire housing stock comprises a variety of ages, types and tenures. The percentage of owner occupied properties is higher within Central Lancashire than the national average, increased also through the 'Right to Buy' initiative where many Council homes were transferred to private ownership. House type is also varied with a significant representation of detached houses, slightly more semi-detached properties as well as fewer terraces and flats than the regional average. There are individual authority variations but in general this pattern exists throughout the plan area.
- 8.22 Improving the quality of existing housing stock can be achieved in a number of ways:
- Bringing 'empty properties' back into use will improve the quality of residential areas and also realise existing assets. Conversion of these properties is possible to create a broader range of tenures and types within an area and could increase the stock of affordable homes.
  - Many properties are poorly insulated which make them expensive to heat and creates 'fuel poverty' for residents where they exceed 10% of their income to heat their homes. Improving the efficiency of properties can have significant benefits.
  - There is a concentration of poor housing stock, particularly in Inner East Preston and Leyland town centre that require targeted, co-ordinated regeneration action both within former Council stock as well as privately

owned properties, often used for student accommodation. Risk assessments through the Housing, Health and Safety Rating System can require notices to be served on owners to improve their properties and a range of financial assistance can be secured.

8.23 Delivering good quality new housing is also a priority, which can be achieved in a number of ways:

- The 'Lifetime Homes' standard encourages new housing (and neighbourhoods) to be adaptable and flexible to owners changing circumstances and covers aspects of design, space standards and mobility impairment.
- Quality of market housing often differs between housing association developments and private sector properties, with private sector developments often to a lower standard.
- The 'Code for Sustainable Homes' aims to encourage the overall increase in sustainability and efficiency of new housing which will influence the increase of overall housing quality.
- New housing does not always reflect local character, preparing and using a Design Guide Supplementary Planning Document should improve the design of all new housing, as will applying policy 17.

#### **Policy 6: Providing Quality Housing**

**Improve the quality of housing by:**

- (a) Targeting housing improvements in areas of greatest need ie Inner East Preston, and combine this intervention with wider regeneration initiatives such as in Leyland town centre;**
- (b) Encouraging the re-use of empty housing for residential purposes through either their re-occupation or conversion including sub-division and amalgamation into other types of housing or to allow a change to other uses complementary to the residential area.**
- (c) Facilitating the greater provision of accessible housing and neighbourhoods and use of higher standards of construction.**

#### **Meeting Central Lancashire's Housing Needs**

The Housing Market

8.24 The Central Lancashire Strategic Housing Market Assessment (SHMA) measured the self containment of the Central Lancashire Housing Market Area and found a high proportion (77%) of housing moves were occurring within the area. Not surprisingly, given its location, the least self contained district was South Ribble.

8.25 The Assessment further identified a series of sub-market areas which have since been refined through the Housing Viability Study. Both assessments charted the decline in the housing market due to current market conditions yet

recognised future trends had seen rise in house prices since 2003, alluding to an affordability issue to be discussed later in this chapter.

Size/Type of Housing Market

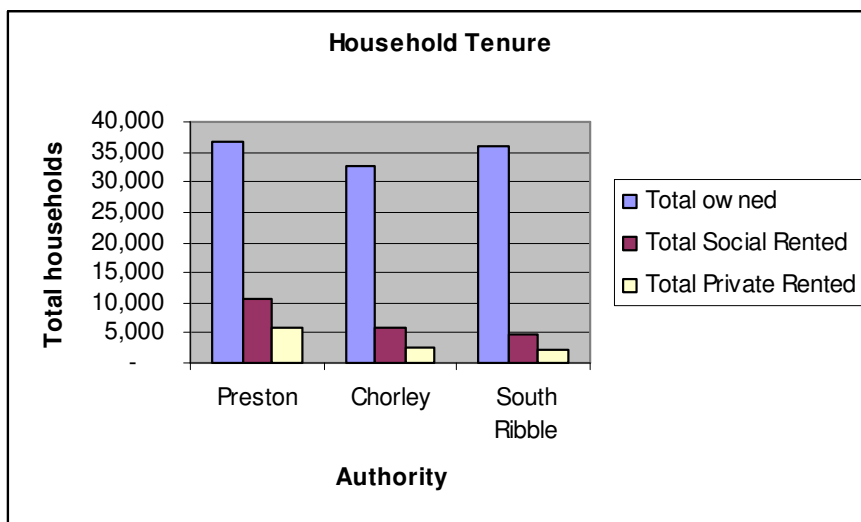
8.26 The SHMA predicts that the on-going trend to smaller households will continue to 2026 with the average size by then being 2.1 persons. There are implications of an increasing aged population and this category of special housing needs is a particularly pertinent issue for those aged over 75. For the 60 to 75 year olds, lifestyles and housing expectations are different but the SHMA found that over 7% of these households felt their home was not suitable and over a quarter of 60 plus households were living in under-occupied accommodation. Despite this, most people wanted to stay in their own homes and have services come to them.

8.27 The SHMA highlighted a high proportion of people aspiring to live in bungalows, possibly due to an ageing population, which raised a particular challenge to the house building industry as typically there is less interest to build bungalows due to their high use of land. In respect of other housing types, there was found to be a preference for 3 and 4 bed-roomed detached and semi-detached houses and a low market demand for small flats.

Housing Market Tenure

8.28 There are three main types of housing tenure:

- Owner occupied
- Socially rented
- Privately rented



8.29 Most owner occupied housing is acquired with the assistance of a mortgage and usually the repayments vary as borrowing interest rates change over time. Some people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share.

8.30 Social rented housing, delivered through Housing Associations and Registered Social Landlords allow tenants the opportunity to rent properties at lower than market rental rates. Social rented housing has to meet a strict set

of national requirements including: good state of repair, energy efficiency houses above private housing standards. Privately rented property commonly associated with private landlords allows the rental of properties at market rates.

### **Enable Affordable and Special Needs Housing**

8.31 Delivering affordable housing is a key Government objective aimed at enabling everyone to have a decent home which they can afford. Defined in its most simplistic way affordable housing is cheaper than that normally available on the market, but not cheaper as a result of being in a substandard condition.

8.32 A more sophisticated definition of affordable housing, one that is used by this Core Strategy, is based on a multiplier of average lower quartile household income compared to the average lower quartile house price. A household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income household or 2.9 times the gross household income for a two income household. If possible, any existing equity should also be taken into account. In rental terms a household is considered able to afford market rental prices where the rent payable is no more than 25% of their gross household income.

8.33 Until recently the cost of purchasing housing in Central Lancashire had been rising rapidly, whereas local income levels have risen at a far slower rate. Even when prices fell in 2008, the household earnings ratio to house price ratio exceeded 1:5 and since then prices rose again in 2009 to be close to the long term trend so further exacerbating the issue of affordability.

#### **Level of Affordable Housing Need**

8.34 The level of affordable housing required must take account of a current lack of provision for existing households, as well as the needs of newly forming households and future households. The Central Lancashire SHMA identified an annual average shortfall of 1,780 dwellings per year up until 2014, which is more than the annual housing requirement for Central Lancashire set by the RSS of 1,341 dwellings. However, in affluent areas where house prices are high it is common for the need for affordable housing to outstrip the total housing requirement.

8.35 The Housing Viability Study demonstrated that although levels of economic viability varied over the plan area in most locations market housing developments could support 30% of the scheme being affordable. The study also showed no evidence that smaller sites are less viable than large sites but did recognise the particular circumstances in rural areas with high need and generally smaller sites to justify a 5 dwelling threshold here.

#### **Suitable Mix**

8.36 When delivering affordable housing there needs to be a suitable mix of housing types and tenures to suit the broad needs of the population requiring access to affordable homes, the SHMA advises on these matters.

### Affordable Housing Type

8.37 Unlike the situation for market housing, the preference for flats was found to be much more pronounced amongst people needing affordable housing, although bungalows were again popular. The numbers seeking sheltered housing was also quite high. Affordable tenure may be broken into two main types:

- Intermediate
- Social Rented

8.38 Intermediate housing may be classified as shared ownership schemes, whereby some people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share. Whilst social rented affordable options comprise of rented property lower than market conditions, tenants could have the opportunity to buy the property and if so, money secured on the property must be fed back into future affordable housing schemes.

### Locational Characteristics

8.39 The successful delivery of affordable housing also requires that it is close to shops and services so as to reduce the need and cost of travel. In rural areas in particular, it is desirable to house local people in their own village in order to maintain local communities. House prices in rural areas of Central Lancashire are significantly higher than in urban areas and although average income levels are also higher, this is because many rural residents commute to better paid jobs in the towns and cities. The wage levels of rural based jobs are generally low. Consequently affordability of housing in rural areas for those households dependent on local jobs is particularly problematic.

8.40 Where a market housing scheme is proposed in a location that is not suitable for a proportion of affordable to be provided on-site, because of a lack of local services or because there is already a high proportion of affordable housing available in the vicinity, it will be appropriate to secure a commuted financial sum in lieu of direct provision that can be spent on providing affordable housing elsewhere where needs have arisen. An Affordable Housing SPD will provide further detail and clarification.

### Housing for Older and Vulnerable People

8.41 A range of housing and support options are required for older and vulnerable people who require assistance to maintain their independence. An analysis is currently being undertaken of the level of need for supported housing using a North West tool which provides an indication of the net requirement for services for a range of client groups by District.

8.42 Given that it is only the second year that this complex tool has been used; the figures should be treated with some degree of caution. However, the model is a significant step forward in assessing the need for supported housing and provides the structure for collating local data in future which will enable us to maximise the opportunities offered by the tool. Draft figures shows significant shortages of provision across a range of client groups.

8.43 The Supporting People Partnership is currently developing plans for commissioning supported housing services for most client groups. This includes identifying the level of need for extra care housing.

#### **Policy 7: Providing Affordable Housing**

**Enable sufficient provision of affordable and special housing to meet needs in the following ways:**

- (a) The target that will be sought from market housing schemes is 30% in Preston and Chorley, and 20% in South Ribble.**
- (b) A percentage requirement at or near 35% will be sought in rural areas on sites in or adjoining villages with appropriate services, although on all exception sites including those in the Green Belt the requirement will be 100%.**
- (c) Aside from exception sites the minimum site size threshold will be 15 dwellings (0.5 hectares or part thereof) but a lower threshold of 5 dwellings (0.15 hectares or part thereof) is required in rural areas.**
- (d) Financial contributions instead of on site affordable housing will be acceptable where the development location is unsuitable for affordable housing.**
- (e) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be required to be affordable.**
- (f) An accompanying Supplementary Planning Document will establish the following:**
  - i. The cost at and below which housing is considered to be affordable.**
  - ii. The proportions of socially rented and shared ownership housing that will typically be sought across Central Lancashire.**
  - iii. Specific spatial variations in the level and types of affordable housing need in particular localities.**
  - iv. How the prevailing market conditions will affect what and how much affordable housing will be sought.**

#### **Catering for the Accommodation needs of Gypsies and Travellers and Travelling Showpeople**

8.44 Local authorities, under housing and planning acts, have responsibilities to respond to and plan for the accommodation needs of Gypsies and Travellers and Travelling Showpeople. Government guidance indicates that nationally there is an under provision of pitches, and regional strategies are required to specify the number of pitches needed (though not their specific locations) informed by Accommodation Assessments.

- 8.45 If pitches are required at a local level, local authorities are required to identify specific sites through a separate DPD, to match the number of pitches identified by the regional strategy. The Lancashire Gypsy and Traveller Accommodation Assessment found no proven need for additional pitches in Central Lancashire. Additionally, the Core Strategy must include a policy on how planning applications will be dealt with in relation to Gypsy and Traveller and Travelling Showpeople pitches, even if no requirement is identified through the RSS.
- 8.46 Gypsy and Travellers and Travelling Showpeople do not have the same cultures or traditions, nor do they have the same needs. Whilst Gypsy and Traveller needs are centred around residential and transit requirements, Travelling Showpeople often require mixed use sites in order to live and store their equipment associated with fairs and circuses.

#### **Policy 8: Gypsy and Traveller and Travelling Showpeople Accommodation**

**The following criteria, as relevant to the type of pitches sought, should be applied to applications for any proposals for Gypsy and Traveller or Travelling Showpeople sites:**

- (a) Location in respect of proximity to services including GP and other health care provision, education facilities, shops and public transport as well as the overall need to reduce long distance travelling.**
- (b) Suitable road access and sufficient space within the site for parking and turning of vehicles as well as the storage of equipment.**
- (c) Avoidance of residential use on contaminated and otherwise unsuitable land although such areas may be suitable for business use and in any event taking account of the opportunities for mixed use.**
- (d) No unacceptable impact on the immediate surrounding areas and the wider landscape.**

#### **Sustainability Appraisal**

- \* A combination of the proposed options were taken forward into the policy including targeting housing improvements in areas of greatest need, encourage re-use of existing homes and seeking developer contributions for nearby housing improvements. These were deemed to be the most realistic and sustainable.
- \* Option C to promote clearance of sub standard housing is not a sustainable option and preference should be given to repairing properties where possible.
- Option F requiring contributions to Lifetime Homes does not need to be included in the Core Strategy as the requirement is partly covered by the Building Regulations.
- \* Affordable Housing was an important element of the Sustainability Appraisal and it was identified that seeking a % of affordable housing was a positive option. The appraisal also suggested that identifying amounts and allocating sites would be beneficial, however, it is not the role of the Core Strategy to allocate specific sites and as such this will be taken forward in the Site Allocations DPD which will be subject to Sustainability Appraisal.
- \* Overall no significant adverse impacts

## Chapter 9: Delivering Economic Prosperity

### Strategic Objectives

SO 10 To ensure there is a sufficient range of locations available for employment purposes.

SO 11 To secure major retail and leisure investment in Preston city centre to enable it to function as an alternative shopping and commercial destination to Manchester and Liverpool. To achieve the retail and leisure potential of Chorley and Leyland town centres and ensure the district and local centres provide for local needs.

SO 12 To create, enhance and expand tourist attractions and visitor facilities in the city, town centres and appropriate rural locations.

SO 13 To sustain and encourage sustainable growth of rural businesses, taking into account the characteristics of the rural fringe and wider countryside.

SO 14 To ensure appropriate education facilities are available and skill deficiencies are addressed.

### Cross Cutting Themes

**Achieving Good Design** – The layout of new developments should secure a high quality and inclusive design which takes the opportunity available for improving the character and quality of the area and the way it functions.

**Promoting Health and Wellbeing** – All economic development should be accessible by a choice of means of transport including walking, cycling, public transport and the car while mitigating the effects on local traffic levels and congestion.

**Tackling Climate Change** – Any proposal for economic development should be planned over the life time of the development to make the best use of natural resources, limit carbon dioxide emissions and incorporate adaptability to climate change.

### Economic Growth and Employment

9.1 The considerable economic growth potential of Central Lancashire can be viewed through its relationship with the Manchester and Liverpool City Regions. Although it has a much smaller population, the employment and productivity profile of Central Lancashire is considerably more growth oriented. In terms of employment, Central Lancashire has been outperforming the rest of Lancashire and the national average by approximately twice the rate of growth between 1990 and 2004. In terms of forecast employment growth to 2015, both Central Lancashire and the Manchester City Region will provide above regional average growth outstripping the Liverpool City Region. In terms of forecast productivity, it is Central Lancashire and to a lesser extent the Manchester City Region, that will be expected to provide the higher rates of growth within the North West region.



**Employment Land Review**

9.2 Chapter 5 has already identified that Central Lancashire is well located to do business. A key feature of government guidance and of the Chorley, Preston and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different types of sites – a broad portfolio of land and buildings - suitable for various business uses in the area. This is particularly so in relation to those industrial sectors that are growing and for start-up firms. Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition. The objective will be to provide a range of employment sites which are suitable, attractive and flexible to be able to cater for the needs of both local firms and inward investors.

9.3 The Employment Land Review found that Preston City has most office floorspace and, although much of it is in the City Centre, the demand is such that there is a shortage of supply here. This finding is backed up by the Lancashire Town Centre Offices Study 2007. South Ribble has more manufacturing floor space than either of the other two Districts, whereas Preston’s Inner Area and Western Suburbs have shortages. A total of 43% of Central Lancashire’s warehousing and distribution premises are in Preston City. The Review also highlights there is little existing or proposed employment land located in rural areas, with particular shortages in the rural parishes of Chorley and South Ribble.

9.4 The table below sets out provisional amounts of required land for economic development within the B Use Classes B1 (Business); B2 (General Industrial) and B8 uses (Storage and Distribution), agreed with 4NW. The table includes a figure for assumed losses of employment land/premises and development to an alternative use, in particular housing. Existing losses have been averaged between 2004 and 2009 and projected over the remaining 17 year period of the Core Strategy. Losses need to be accounted for as otherwise there will be a significant reduction in the overall stock of employment land and premises across Central Lancashire to cater for a range of businesses and employers.

**Proposed provision of employment land 2009-2026 (hectares)**

	<b>Chorley</b>	<b>Preston</b>	<b>South Ribble</b>
<b>2009 Supply</b>	91	107	179
<b>Losses</b>	24	11	35
<b>Additional Provision to 2026</b>	14	13	27
<b>Total</b>	129	131	241

9.5 The Employment Land Review considered 218 existing and proposed sites that are evaluated into categories related to the quality of the sites, taking account of market attractiveness and sustainability factors. Some of the sites are fully developed modern industrial estates and business parks. Generally these scored highly on the assessment and be categorised ‘Best Urban’ or ‘Good Urban’.

- 9.6 Typically older individual existing premises (such as former mills) generally scored less well in the assessment, usually because they are less well located and less suited to modern uses. Most of these will be classed as 'Other Urban' premises. However many of the 'Other Urban' sites will be quite acceptable to the firms that use them and be in demand from similar businesses as they will often provide affordable accommodation with lower rental levels. Also such premises will often be close to local supplies of labour making journeys to work short and inexpensive.
- 9.7 On the other hand some of these older premises will be at the end of their useful life as commercial buildings for various reasons and may be more appropriately redeveloped for other uses. Housing is the most common alternative use and attractive to land owners because of the high value that goes with it. However such changes of use/redevelopment need to be carefully controlled because of this valuation effect and such sites will need to be subject to marketing and an assessment of the viability of employment development. The Review also identified the least attractive sites and a few are categorised as 'Other' sites – none of these are envisaged in the Review as suitable for retention as employment premises.
- 9.8 All existing employment premises and sites including land and premises last used for employment purposes will be protected for employment use. There will be a presumption that 'Best Urban' and 'Good Urban' sites will be retained for B use class employment use. Proposals for re-use or redevelopment (other than for B use class employment uses), including housing will be assessed under Policy 10. A balanced criteria based approach is needed including marketing and an assessment of the viability of employment development. A Supplementary Planning Document will be prepared to provide guidance on the process.
- 9.9 The Employment Land Review recommends a number of sites for mixed use. The valuation uplift effect can best be utilised to achieve balanced employment and residential development through mixed use schemes. Through such developments the implementation of the two uses can be tied together. They also retain the opportunity for people to live close to their place of work.
- 9.10 On a much smaller but still significant scale live/work premises allow people to effectively combine their home with an 'attached' work space. Demand for these is likely to rise in the future and needs to be supported from a sustainable development point of view provided the overall location is appropriate and does not affect the amenities of adjacent neighbours. The development of live/work units within rural areas can contribute to a reduction in car travel and support the local economy. Home working is another form of employment use. It will not always require permission for a change of use: this will depend on the scale of the business and its potential impact on the surrounding area.

### **Employment sites for Regionally Significant Developments**

- 9.11 Sites have been allocated for employment use at Samlesbury, Lancashire Central (Cuerden) and Buckshaw Village as Strategic Sites, and identified at the Central Preston Strategic Location. Further details are set out in Chapter 5.

**Employment Sites for Sub-Regionally Significant Developments**

9.12 There are three employment sites in Central Lancashire identified as being suitable for sub-regionally significant developments as they are in good accessible locations.

**Botany/Great Knowley**

9.13 Botany/Great Knowley is a large (approximately 14 ha) greenfield site adjoining the Leeds Liverpool Canal in close proximity to Junction 8 of the M6 and ranked as a 'Good Urban' site in the Employment Land Review.

**Preston East Employment Area and Millennium City Park**

9.14 Preston East and Millennium City Park are large and regularly shaped sites that together have about 38 hectares left to be developed. They are situated close to junction 31a of the M6 and are served by a regular bus route. Both are ranked as 'Best Urban' in the Employment Land Review.

**Riversway Preston**

9.15 Preston Riversway is a large established employment site of over 38 hectares. It contains a wide range of employment uses including office, light industry, manufacturing and warehousing and distribution accessed via a good quality internal road network. There is easy vehicular access from the A583, a regular bus route and good footpath and cycle links. The site is ranked as 'Good Urban' in the Employment Land Review.

**Mixed Use Developments**

9.16 The Moss Side Test Track site covers 54 hectares. It provides a good opportunity to deliver integrated employment opportunities with new housing provision, forming an urban extension to Leyland linked to the adjacent established residential and employment areas.

9.17 Lostock Hall Gasworks is a site of xxx hectares. The site is centrally located within the urban core of South Ribble and provides a suitable location for mixed-use (residential, commercial and industrial) development, which will bring new employment that is accessible from existing residential areas as well as expanding the local housing options.

9.18 Former Whittington Hospital has now been excluded from Policy 9 as it is only proposed to have a small proportion of non-residential development.

**Policy 9: Providing for Economic Growth and Employment**

**Economic growth and employment will be provided for in the following ways:**

- (a) The identification of 501 hectares of land for employment development between 2009 and 2026.**
- (b) Regional and sub-regional office developments will be located in Preston City Centre including the Central Business District area and the Tithebarn Regeneration Area, with more local office schemes in Chorley and Leyland town centres.**
- (c) Other major developments for employment will be located in the Preston/South Ribble urban area, Leyland and Farington, and Chorley Town with regionally significant schemes at:
  - i. Samlesbury**
  - ii. Lancashire Central, Cuerden**
  - iii. Buckshaw Village**
  - iv. Central Preston****
- (d) and sub-regionally significant developments for employment at:
  - vi. Botany/Great Knowley**
  - vii. Preston East/Millennium City Park**
  - viii. Riversway****
- (e) Mixed use developments will be encouraged in central and accessible locations including those of sub-regional significance at:
  - ix. Moss Side Test Track**
  - x. Lostock Hall Gasworks****and others identified in the Employment Land Review subject to the mix of uses taking due account of the impact on neighbouring occupiers and the need to maintain and create balanced communities.****
- (f) Live/work units will be encouraged.**

**Policy 10: Protection of existing employment premises and sites**

All existing employment premises and sites or land and premises last used for employment use will be protected for employment use. There will be a presumption that 'Best Urban' and 'Good Urban' sites will be retained for B use class employment use. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under the following criteria:

- i. There would not be an unacceptable adverse impact on the type, quality and quantity of employment land supply;
- ii. The provision and need for the proposed use;
- iii. The relative suitability of the site for employment and for the alternative use;
- iv. The location of the site and its relationship to other uses;
- v. Whether the ability to accommodate smaller scale requirements would be compromised;
- vi. There would be a net improvement in amenity.

Any proposals for housing use on all employment sites/premises will need to accommodate criteria (i)-(vi) above and also be subject to:

- vii. Evidence of lack of demand through an active 12 month marketing period for employment re-use and employment redevelopment;
- viii. An assessment of the viability of employment development including employment re-use and employment redevelopment.

**Retail, Leisure and Business Tourism**

- 9.19 Retail and other town centre uses, such as leisure, are important elements of the strategy. National policy states that development plans should establish the need for new development and set out a hierarchy of retail centres where this development will be provided.
- 9.20 Preston is the main retail and service centre in Central Lancashire, and is ranked first in the Lancashire sub-region for its non-food (comparison) shopping. It is the centre for commercial and administrative activity, with proposals for a Central Business District development close to the railway station. The City Centre requires further investment if it is to maintain and improve its overall performance. Major retail investment in Preston City Centre will benefit the whole of Lancashire by providing higher order comparison shopping within the sub-region, thereby reducing the need for longer trips to Manchester and Liverpool.
- 9.21 The Tithebarn Regeneration Area is on the eastern edge of the City Centre, and well located to enable regeneration and expansion. It is an appropriate location for large scale mixed use re-development. The comprehensive development of the Tithebarn Regeneration Area is an important component of the overall strategy for Preston, which seeks to ensure that Preston fulfils its economic potential as a successful city (and as a centre of knowledge based employment).

- 9.22 Chorley is a contemporary market town with a mix of national retailers and specialist shops, although further investment is required particularly in the food sector. The town centre provides the greatest concentration of shops and services in the southern part of Central Lancashire and is famous for its markets.
- 9.23 Leyland town centre comprises a traditional shopping core of Hough Lane, the southern Towngate area, which features a Tesco Extra superstore, and the Churchill Retail Park. These all fall within the town centre but operate distinct from one another. Much of the town centre has a poor environment. The Leyland Town Centre Masterplan seeks to improve the appearance of the town and attract retail investment to the area.
- 9.24 Chorley and Leyland town centres operate at a different level to Preston city centre but for them to continue to fulfil their Key Service Centre role they require investment to maintain their share of retail expenditure. District and Local Service Centres provide for the day to day needs of local communities. It is important that these are maintained as convenient places to obtain basic goods and services.
- 9.25 Food retailing (convenience) provision is well provided for within Central Lancashire with the main stores (Asda, Morrisons, Tesco, Sainsburys) attracting some 95% of their trade from the retail Primary Catchment Area (PCA). Inflow of convenience goods expenditure into the PCA is small (5% or less from the surrounding areas). The main foodstores derive the majority of their trade from their immediate catchment areas.

**Note – need to include up to date quantitative and qualitative data when the initial outcomes of the Retail and Leisure Review are available.**

- 9.26 The sale of goods traditionally found in town centres such as clothes, footwear and home wear has recently expanded at out-of-centre retail parks in Central Lancashire. Any further expansion of these centres will be resisted on the basis that it could affect the vitality and viability of the town centres.
- 9.27 Business based tourism will be increasingly important within Central Lancashire, especially supporting of the Central Business District proposal in Preston and increased business uses throughout the area. Sub-regional provision is appropriate within Preston City Centre, with more local provision in Chorley and Leyland town centres.

**Policy 11: Retail and Town Centre Uses and Business based Tourism**

Retail and other town centre uses of a scale appropriate to the retail hierarchy and in sustainable locations will be supported, provided that the development respects the character of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function. The key elements of the hierarchy are:

- **City Centre: Preston**
- **Principal Town Centres: Leyland and Chorley**
- **District Centres: Bamber Bridge, Buckshaw Village, Clayton Green, Cottam, Longton and Penwortham**

Retail and town centre uses will be delivered in the following ways:

- (a) **Delivering a mixed-use scheme to facilitate the regeneration of the Tithebarn Regeneration Area of Preston.**
- (b) **Encouraging other retail, office and leisure investment of an appropriate scale in Preston city centre, so as to retain its role as the main retail, commercial and service centre in Lancashire as a whole.**
- (c) **Maintaining and improving the vitality and viability of Chorley town centre by building on the success of the Market Walk shopping centre, through investing in further retail development, supporting a range of other retailers and services, as well as improving the centre's appearance and accessibility.**
- (d) **Maintaining and improving the vitality and viability of Leyland town centre, in particular the accessibility, design and environmental improvements put forward in the Leyland Town Centre Masterplan.**
- (e) **Maintaining, improving and controlling the mix of uses in the existing District and Local Service Centres and proposed centres at strategic sites and locations, so as to appropriately serve local needs.**
- (f) **Resisting further expansion of out-of-centre retail parks, including the Deepdale Shopping Park, Capitol Centre and Riversway Retail Park.**
- (g) **Supporting city and town centre development providing for tourists and visitors, particularly business based tourism.**

**Leisure/Cultural Entertainment**

9.28 'Culture' includes a wide range of activities and initiatives such as the arts, sports, libraries, museums, heritage, archaeology, archives, architecture, crafts, children's play, reading, parks, tourism, countryside, and recreation. Culture is not just about activities, it's about shared history and values. Healthy, sustainable communities should have ample cultural and leisure opportunities for all. This section also looks at entertainment because this is linked to the arts and to leisure.

- 9.29 Preston has the largest range of cultural and entertainment assets, including the Guild Hall complex and the Harris Art Gallery and Museum and Central Library. South Ribble's assets include the Worden Arts and Craft Centre and Samlesbury Hall. Chorley is home to Astley Hall Museum and Art Gallery, Hoghton Tower and Camelot Theme Park.
- 9.30 Culture has an important role in revitalising and regenerating towns and cities. In Preston, the proposals for the Tithebarn Regeneration Area include the refurbishment of the Guild Hall and a new cinema. South Ribble is aiming to develop the family entertainment offer in Leyland. Culture and entertainment are also important in attracting visitors to the area, and in attracting investment and skilled people to live and work in Central Lancashire.
- 9.31 The culture and entertainment sectors are constantly evolving and the challenge is to protect important assets whilst enabling them to adapt to new challenges. Cultural and entertainment facilities often benefit from being part of a “critical mass”, so it makes sense to try and locate new facilities near to established ones. Public realm works (public art) should be located where they will have greatest impact – gateways to the city and town centres.
- 9.32 Cultural tourism and leisure facilities such as restaurants, cinemas and theatres will be encouraged, particularly within Preston city centre. Previous studies have indicated that there is a need to improve the range and quality of leisure facilities in the city centre, which currently has no cinema provision and limited restaurants. There is a need to introduce a quality night time economy to attract people into the city centre in the evening and improve its vitality.

#### **Policy 12: Leisure and Cultural facilities**

##### **Plan for culture and entertainment by:**

- (a) Promoting Preston City Centre as a sub-regional centre for cultural and entertainment facilities, with the key service centres of Leyland and Chorley providing for local cultural and entertainment requirements;**
- (b) Protecting existing cultural assets with a view to helping them to adapt to new challenges;**
- (c) Promoting public art and public realm works in town centres and gateways and seeking developer contribution funding where appropriate;**
- (d) Encouraging cultural and heritage-based tourism and leisure facilities, such as restaurants, cinemas, theatres and museums, particularly in Preston City Centre.**

#### **Sustaining the Rural Economy**

- 9.33 This section is concerned with the ‘working countryside’ – commercial activities in the rural parts of Central Lancashire, where there is often a close interdependence between urban and rural life. The rural economy provides a wide range of important goods and services, including clean water, biodiversity, recreational space and opportunities, food energy and carbon management. Rural land is a vital resource for mitigating and adapting to the various challenges of climate change, such as drought and flooding. The countryside



is also home to settlements and communities, where economic activities include agriculture and other farm based industries, as well as businesses associated with countryside pursuits including rural tourism and leisure. Beyond farming, the rural economy in Central Lancashire supports many businesses, including wholesale and retail trade, repairs, manufacturing, health and social work and real estate, renting and business activities.

- 9.34 Spatial planning has a key role to play in ensuring that the rural economy is viable, meets the needs of existing residents of rural areas and that growth and development is appropriate to the scale of each area. The manner in which Key Service Centres and larger villages (Local Service Centres) relate to the countryside is set out in the Policy 1 of the Core Strategy, as are opportunities for development and investment in adjoining smaller villages. Provision of land for employment uses, and the criteria for considering large scale built leisure attractions in rural areas are covered in Policy 12.
- 9.35 The Spatial Portrait describes how Central Lancashire is characterised by a more urbanised core stretching from Preston City in the north to Adlington and Coppull in the south. Between and immediately next to these urban settlements is open land (much of it Green Belt), often referred to as 'urban fringe'. Much of this land serves urban demands for recreation and leisure in the forms of country parks, golf courses (and other Green Infrastructure uses), horse riding and garden centres. Further east and north is more typically open countryside given over to pasture in the upland areas of the Forest of Bowland and the West Pennine Moors. To the west of the urban core is the flatter more fertile land of the Lancashire Plain, where more intensive arable and market garden land uses are widespread.
- 9.36 Farming is the most dominant land use in the countryside, but only a small proportion of local rural employment is in agriculture: 1.1% of employee jobs in Lancashire were in agriculture, forestry and fishing in 2006. Farming is undergoing a period of change: world food prices are rising because of population growth, increased energy costs, changing diets in developing countries and a reduction in crop yields in some parts of the world because of the impacts of drought and other climate changes. These and other global trends are already affecting farming across Britain. It is now widely acknowledged to be more sustainable to source food locally rather than for it to be transported thousands of miles. Britain is a net importer of food, so if in the future there is less trade in staple agricultural goods, and more global self-sufficiency, there to be pressure to increase productivity on farmland in Britain (see also policy 31 on agricultural land).
- 9.37 Global trends in farming and food are likely to lead to an expansion of local agricultural production, particularly of crops using the most fertile land, such as that on the west side of Central Lancashire. There may be some switch to growing bio-fuel crops. Some local producers, especially livestock and poultry farmers, will change from intensive farming to more open, free range practices in order to meet customer demand for local extensively reared produce.
- 9.38 The investment responses made to the dynamics of farming will be influenced by European Union policies and the availability of finance, including farm subsidies. Changes in farming practices will also affect the environment and the appearance of the countryside. Where farming activity intensifies, there may be pressure for the development of new buildings, including poly tunnels. Where the intensity of farming activity decreases, there will be opportunities to

re-use surplus buildings for other purposes. Farm investment and diversification will also create or respond to opportunities for non-farming uses such as visitor facilities, storage, or small scale high technology businesses.

- 9.39 Rural residents in Central Lancashire have, on average, a higher level of skills compared with residents in neighbouring urban areas, and a greater proportion of rural residents are engaged in professional occupations. As this group often holds the resources to explore self employment and business starts, this is a significant latent business pool. It is important to both recognise this potential and facilitate rural economic development. Primarily this will be micro scale and experience has shown that many business 'start ups' can be accommodated within the home. Live/work development is an important enabler although the operating success of these schemes will often be dependent on the availability of high speed broadband internet connections. The Core Strategy will, where appropriate, encourage the development of incubator business units within village environments, and will encourage flexible or shared uses of buildings in order to safeguard local services. It will also expect proposals to incorporate excellent design, minimise landscape impact, and be adaptable to meet climate change challenges.
- 9.40 Garden centres, golf courses and horse stabling/riding schools provide employment opportunities and services to local people in the Central Lancashire countryside. Investment in these businesses will be managed sensitively so as to protect the open aspects of the countryside, and minimise the impact of development on the landscape.
- 9.41 Central Lancashire has a number of regionally important rural based tourist attractions and destinations. Rural based tourism will generally be supported in appropriate rural areas where it is shown to have no environmental harm. The Forest of Bowland Area of Outstanding Natural Beauty and the West Pennine Moors are important rural tourist destinations, where sustainable tourism activity that will strengthen and diversify the economic base will normally be supported. Particular emphasis is placed on improving the quality of existing visitor accommodation and the need to broaden the range of attractions.
- 9.42 Visitors to these features are likely to sustain attractions and employment, which will continue to evolve and create new business opportunities. The Core Strategy is designed to enable appropriate development and flexibility for tourism and leisure operators so that they can invest in or respond to changes in visitor and leisure preferences. For instance, there may be a need for investment in shorter stay accommodation including caravanning and camping if more people take local leisure breaks and their main holidays in this country, as a result of foreign air travel becoming more expensive.
- 9.43 Further detail on the implications of the policy will be included in a Supplementary Planning Document.

**Policy 13: Sustaining the Rural Economy**

To achieve economic and social improvement for rural areas by sustaining and encouraging appropriate growth of rural businesses in the following ways:

- (a) Working with telecommunications providers to increase the availability of high speed broadband internet services in rural areas.
- (b) Managing the development of urban related uses by good design so as to minimise landscape impact, without undermining the purposes of the Green Belt and the functioning of the network of Green Infrastructure.
- (c) Encouraging appropriate new farm buildings and structures where they can be shown to be necessary for increasing food production, and controlling where they are sited so as to minimise landscape impact.
- (d) Supporting sensitive conversions and alternative uses of farm buildings no longer needed for agriculture but which enable farm diversification where they:
  - Sustain and maintain the core farm business;
  - Do not compromise the working of the farm;
  - Are located within or near the existing farm complex;
- (e) Accommodate tourism, recreation, business and storage activities.
- (f) Allowing limited extension and replacement of existing buildings, taking account of landscape impact and a preference for commercial, tourism and live/work uses.
- (g) Encouraging micro growth points within rural areas for knowledge economy development, including live/work units.
- (h) Allowing flexible service uses of buildings in recognised district and local centres where shared uses will ensure the operation of key services, and resist development proposals which would result in their loss.
- (i) Allowing caravan and camping uses on appropriate sites subject to there being a proven demand and sensitive design.
- (j) Supporting the creation and enhancement of appropriate rural based tourist attractions and visitor facilities. Development should be of an appropriate scale and be located where the environment and infrastructure can accommodate the visitor impact.

**Education, Skills and Economic Inclusion**

## Education

9.44 Levels of achievement in Central Lancashire schools have generally risen, and are above the county average in South Ribble and Chorley. However, Preston's overall performance is slightly below average, although broadly in line with attainment nationally. There are spatial links between educational achievement and deprivation, with areas in central and east Preston being amongst the lowest 10% in the country. Many schools are in need of capital investment and the Lancashire County Council as local Education Authority has submitted a Building Schools for the Future bid for secondary schools across Central Lancashire.

9.45 Demographic changes mean that the number of children of school age has declined, and this trend is expected to continue in the secondary schools for a

few more years. However, an increase in the birth rate of approximately 15% since 2000 will see primary school rolls increase for the foreseeable future. A significant number of surplus places have recently been removed via the closure of two secondary schools in Preston (together with the opening of an Academy) and a review of provision in Preston primary schools is planned, as part of the Primary Capital Programme. Smaller, rural schools can be under threat if pupil numbers drop below a viable level.

- 9.46 The change in demand for school places presents an opportunity to review school provision and perhaps to merge schools to provide better facilities and to free up valuable sites. New schools can help in the overall regeneration effort, particularly if the buildings can also be used for community services. In some areas, particularly where new house building will increase demand, it is important that there is capacity in schools and that the County and District councils work together to ensure that there are sufficient places available to accommodate additional children.
- 9.47 When carrying out school reorganisation reviews, the location of any new schools at the heart of their communities should result in fewer parents using a car to transport their children to school.

#### **Policy 14: Planning for Education**

##### **Provide for Education requirements by:**

- (a) Enabling new schools and other educational facilities to be built in locations where they are accessible by the communities they serve, using sustainable modes of transport.**
- (b) Asking developers to contribute towards the provision of school places where their development would result in or worsen a lack of capacity at existing schools.**
- (c) Working in partnership with the education authority in any modernisation programme requiring school closure or new construction.**
- (d) Supporting the growth and development of higher and further education, through close working with the relevant institutions.**
- (e) Working in partnership with the education authority and other service providers to identify opportunities for the co-location of services to meet the needs of the community.**

#### Skills and Economic Inclusion

- 9.48 Post 16 education in Central Lancashire is generally provide at colleges, this includes Myerscough College situated to the north of Preston, just outside the boundary and specialises in sport, farming and rural skills and its catchment extends over Central Lancashire. The University of Central Lancashire (UCLAN) has expanded rapidly over the last decade and now has over 30,000 students. The Lancashire Teaching Hospitals NHS Foundation Trust is a major teaching hospital. The University, hospitals and colleges have a vital role to play in ensuring that the workforce in Central Lancashire has the skill base needed to take advantage of the area's economic potential.

- 9.49 Within Lancashire there is a significant difference between current skills and the skills needed to address the growing economic gap between Lancashire and the Northwest region. The gap between Lancashire and the national economy is even greater, and a step change in skills acquisition is required. Quality higher education, training and skills development are essential to ensure a skilled local labour pool for new and expanding enterprises. The Core Strategy sets the framework for increasing the value of the local economy and providing higher paid jobs. It is important that the local community has the right skills to access these jobs.
- 9.50 Evidence from the Lancashire Learning and Skills Council shows that a considerable proportion of employment available in Central Lancashire is in lower skilled jobs. The proportion of working-age population with no qualifications is lower (14.7%) than the regional average (15.8%) but higher than the national (13.6%). Those with low or no formal skills often have low incomes or cannot find employment. The Indices of Deprivation 2007 show that Preston has a number of areas, particularly in inner East Preston, that are in the 10% most deprived nationally on the employment and skills indicator. Chorley fares better but it has pockets in the worst 10% within Chorley town, Clayton-le Woods and Coppull. There are some small areas in Leyland in the worst 10%, but areas in Kingsfold and Bamber Bridge are slightly better. Within these areas it is important that lower level skills are enhanced in order to reduce the number of people finding it difficult to access employment.
- 9.51 The Learning and Skills Council also indicates that employment growth in Central Lancashire is in sectors requiring higher skills (NVQ level 4). Given this pattern of skilled employment growth, it is notable that graduate retention is low, with only a third of UCLan graduates remaining to work in the area. Promotion of creative industries, based on the arts and media, has a particular potential to retain these graduates, as will opportunities in higher skilled sectors of the economy, such as ICT, advanced manufacturing and aerospace.

#### **Policy 15: Skills and Economic Inclusion**

##### **Skills and Economic Inclusion will be improved by:**

- (a) Working with existing and incoming employers to identify skills shortages.**
- (b) Liaising with colleges, training agencies and major local employers to develop courses and life-long learning and increase access to training, particularly in local communities that are the most deprived in this respect.**
- (c) Encouraging knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.**

### Sustainability Appraisal

\* Options were concerned with the location of employment sites and the protection of employment sites. Overall, for the first issue it was deemed that the most sustainable option would be to locate employment sites in existing urban areas such as the city and town centres and to pursue development on previously developed land. Secondly, employment sites should be protected from other uses for economic sustainability and released only where existing sites were no longer suitable for their intended use.

\* A combination of options was necessary to support the retail and leisure sector through encouraging improved and successful visitor, community and shopping facilities to meet economic and social sustainability outcomes as well as by reducing the need to travel and having a positive impact on environmental sustainability. These themes have been taken forward in the publication policy.

\* Developing within the rural areas and countryside is often a concern for environmental sustainability, however the appraisal recognised the need to support appropriate rural development to sustain the rural economy and enable the survival of rural communities and facilities.

\* The sustainability appraisal identified a conflict between the need to open access to jobs and allowing small businesses to expand. A balanced approach was necessary and the policy taken forward was to support economic inclusion and greater

## Chapter 10: Achieving Good Design

### Strategic Objectives

SO 15 To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Central Lancashire by encouraging high quality design of new buildings.

SO 16 To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value, and the distinctive character of its landscapes.

SO 17 To maintain and improve the quality of Central Lancashire's built and natural environmental assets so that it remains a place with 'room to breathe'.

### Cross Cutting Themes

**Achieving Good Design** – The high quality design of new buildings and the creation, or enhancement, of existing green infrastructure will enhance the character of the built and natural environment, ensuring effective place shaping across Central Lancashire.

**Promoting Health and Wellbeing** – Green Infrastructure can help make space for nature in urban areas, promote better health and affect people's sense of wellbeing, defining how they feel about the places where they live. A high quality built environment, including the development of public art projects, has a positive effect on a community's health and well-being.

**Tackling Climate Change** – All new houses should be constructed to achieve high environmental standards under the Code for Sustainable Homes, thereby reducing their carbon footprint. The creation of new green and blue (water) spaces can offset climate change and provide pollution control, natural air cooling and vegetation cover that helps prevent flooding.

- 10.1 Ensuring high quality design in both the natural and built environment is an integral part of the Core Strategy and seen as one of the three main cross cutting themes. Design is relevant to all areas of place shaping from protecting heritage assets and encouraging sensitive design, to master planning for new developments. It is important to 'design out' crime, and to 'design in' energy efficiency and other adaptations into new buildings to help reduce running costs, emissions and the impacts of climate change. Positive design is crucial for the natural environment, from maintaining, enhancing and expanding ecological networks and green infrastructure networks, to managing new development in areas of landscape character or environmental designations.
- 10.2 Central Lancashire has a rich natural, historic and built environment, a strength that high quality design can build upon during the plan period.

## **Design in the Built Environment**

10.3 There are two main strands of the built environment identified within this policy. Firstly, the need to protect and conserve the heritage assets of Central Lancashire and recognise the importance of promoting good design and sensitive management for both heritage assets as well as the sensitive integration of modern design. Secondly, the need for good design for new development that conform to a broad range of building requirements, such as the Code for Sustainable Homes.

### Protecting and conserving heritage assets

10.4 Central Lancashire boasts a rich and varied built environment, which includes landscapes, sites, structures and buried remains of significant historic and architectural interest. The individual heritage assets date from prehistoric and Roman times to the present day, although much of the more visible buildings and townscapes stem from the recent industrial past. Heritage assets make a valuable contribution to the area's economic and social wellbeing as well as providing a focus for heritage led regeneration.

10.5 Listed Buildings and Scheduled Ancient Monuments are protected by legislation and English Heritage keep an up to date register of all listed buildings and scheduled ancient monuments and those at risk. Alongside these exist a number of designated heritage assets including Registered Parks and Gardens, Conservation Areas and other areas of historic interest that are protected through the planning process.

10.6 Central Lancashire has over 1,000 Listed Buildings, 26 Conservation Areas, 17 Scheduled Ancient Monuments and 13 Parks and Gardens of Historical Interest. In addition there are heritage assets of local interest that merit protection.

### **Policy 16: Built Environment Assets**

**Protect and seek opportunities to enhance built environment assets, through the following measures:**

- (a) Safeguarding important strategic and local built environmental assets from inappropriate development.**
- (b) Supporting development or other initiatives where they protect and enhance the local character, setting and historic values of built heritage assets, with particular support for initiatives that will improve any assets that are recognised as being in poor condition.**
- (c) Not supporting development where it will have a detrimental impact on the interests of heritage assets, is inconsistent with the principles of the proper management of the asset or is contrary to the necessary control of development in nationally or locally designated areas.**
- (d) Identifying and adopting a Local List of designated heritage assets for each Authority.**



### High quality design within new developments

- 10.7 The importance of high quality design is integral to the Core Strategy and thus central to the planning of new developments. The need for development to respect local character and 'build in context' with its surroundings is a key area of the following policy. The Building in Context concept was developed by English Heritage and the Commission for Architecture & the Built Environment (CABE) to stimulate a high standard of design when development takes place in historically sensitive contexts. The founding principle is that successful design solutions depend on allowing time for a thorough site analysis and character appraisal of context. This approach can be applied to all developments, not just those in 'special' areas. Where the local environment is poor, good building design is key to enhancing its identity and sense of place, as well as increasing local pride in an area.
- 10.8 It is important that new developments take account of layout, landscaping and accessibility in order to be sympathetic to their location, as well as enhancing the area where previous opportunities may have been missed. The design of streets, Green Infrastructure and the wider public realm can further encourage community cohesion, identity and pride and realise the benefits of place shaping.
- 10.9 There are a number of government strategies and standards which aim to support high quality design in new developments. Buildings for Life Assessments were introduced by the CABE, and they apply 20 criteria to assess the quality of new housing developments. The criteria are grouped into four areas:
- Environment and community
  - Character
  - Streets, parking and pedestrianisation
  - Design and construction
- 10.10A Design Guide SPD will be produced alongside the Core Strategy to deal with new developments from housing to retail, commercial and industrial. The aim of the Design Guide will be to encourage high quality design of places, buildings and landscaping; identifying how best to integrate new development into the existing settlement patterns and landscape character across Central Lancashire.

**Policy 17: Design of New Buildings**

The design of new buildings will be expected to take account of the character and appearance of the local area, including the following:

- i. siting, layout, massing, scale, design, materials, building to plot ratio and landscaping;
- ii. Safeguarding and enhancing the built and historic environment;
- iii. Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area;
- iv. Ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa;
- v. Linking in with surrounding movement patterns and not prejudicing the development of neighbouring land, including the creation of landlocked sites;
- vi. Minimising opportunity for crime, and maximising natural surveillance;
- vii. Providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, providing open space and enhancing the public realm;
- viii. Including public art in appropriate circumstances;
- ix. Demonstrating, through the Design and Access Statement, the appropriateness of the proposal;
- x. Making provision for the needs of special groups in the community such as the elderly and those with disabilities;
- xi. Promoting designs that will be adaptable to climate change, and adopt principles of sustainable construction including Sustainable Urban Drainage Systems (SUDS); and
- xii. Achieving Buildings for Life Rating of 'Good' or 'Very Good'.

**Design in the Natural Environment**

## Green Infrastructure

10.11 The North West Green Infrastructure Guide defines Green Infrastructure as 'the region's life support system – the network of natural environmental components and green and blue spaces that lies within and between the North West's cities, towns and villages which provides multiple social, economical and environmental benefits'. These benefits are further identified in the Lancashire Green Infrastructure Strategy.

10.12 Positive design of the Green Infrastructure network can create habitat linkages and reduce habitat and species fragmentation and isolation. In addition it provides good quality, inclusive and sustainable 'green wedges' and open spaces within and throughout the urban core of the sub-region, for a variety of functions including recreation. Green wedges are substantial areas of open

space which lie within the main urban areas of Central Lancashire, separating neighbourhoods, providing links to open countryside and acting as wildlife corridors. They may comprise public parks or significant private open spaces, such as golf courses or other outdoor recreational facilities. It is important to protect the integrity of these areas to keep the network of Green Infrastructure intact.

#### **Policy 18: Green Infrastructure**

**Manage and improve environmental resources through a Green Infrastructure approach to:**

- (a) Protect and enhance the natural environment where it already provides economic, social and environmental benefits;**
- (b) Invest in and improve the natural environment, particularly;**
  - i. the river valley networks including:**
    - **the River Ribble at Penwortham and south to Lostock Hall and Bamber Bridge, to create a ‘central park’ area incorporating footpaths, cycleways and a Local Nature Reserve;**
    - **Savick Brook upstream of Preston;**
    - **the River Darwen between Roach Bridge and Walton-le-Dale; and**
    - **the Yarrow and Cuerden Parks.**
  - ii. the canal networks including:**
    - **The Lancaster Canal into Preston; and**
    - **The Leeds and Liverpool Canal through Chorley and Adlington.**
  - iii. where it contributes to the creation of green wedges and the utilisation of other green open spaces that can provide natural extensions into the countryside.**
- (c) Secure mitigation and/or compensatory measures where development would lead to the loss of, or damage to, part of the Green Infrastructure network.**

#### Green Belt

10.13 The Green Belt helps ensure that settlements do not coalesce. No changes are anticipated to the strategic extent of the Green Belt within Central Lancashire. Inappropriate development in the Green Belt will be resisted unless there are special circumstances which justify an exception.

10.14 In some parts of Central Lancashire there are relatively small amounts of open countryside between certain settlements. To help maintain the openness of these areas of countryside and the identity and distinctiveness of these settlements Policy 19 identifies locations where Areas of Separation are needed. The policy will apply to all forms of development including that considered appropriate in the Green Belt.

**Policy 19: Areas of Separation**

**Protect the identity and local distinctiveness of certain settlements by designation of Areas of Separation, to ensure that those places at greatest risk of merging will be protected. Areas of Separation will be designated around the following northern settlements:**

- i. **Broughton,**
- ii. **Goosnargh/Whittingham; and**
- iii. **Grimsargh;**

**and between the following central and southern settlements of:**

- i. **Bamber Bridge and Penwortham and Lostock Hall;**
- ii. **Chorley and Whittle-le-Woods; and**
- iii. **Chorley and Euxton.**

#### Countryside Management and Access

10.15 The Ribble Coast and Wetlands Regional Park is recognised as a potential National Nature Reserve and is one of the most important wildlife habitats in Europe. The Beacon Fell Country Park manages public access and conserves an upland area in the north east of Central Lancashire, which extend beyond the boundary into the Forest of Bowland. The West Pennine Moors Partnership plays a similar (but less formal) role in helping to co-ordinate the management of the 'Moorland Gateway' upland areas east of Chorley. Whilst the habitats are supported by international and national legislation, these areas are also important for the development of tourism and recreation and the Core Strategy continues to support their development.

**Policy 20: Countryside Management and Access**

**Support the continued development of the Ribble Coast and Wetlands Regional Park, Beacon Fell Country Park and the Moorland Gateway to the West Pennine Moors especially for the benefits to land management, nature conservation and sustainable access.**

#### Landscape Character

10.16 Landscape is important in the way that it contributes to an area's distinctiveness and key activities. All the 'natural' landscapes in Central Lancashire have been shaped by human activity over thousands of years. The Landscape Strategy for Lancashire (2000) produced by Lancashire County Council in partnership with the former Countryside Agency identified a broad range of landscape character areas within Central Lancashire worthy of conserving, protecting and enhancing.

10.17 The character areas relevant for Central Lancashire are summarised as:

- The moorland hills and fringes of Beacon Fell in the North (including part of the Forest of Bowland AONB) and West Pennine Moors in the south east, together with their industrial foothills;
- Wide areas of undulating lowland farmland to the north and west, and along the Ribble Valley in the east;
- The Ribble Valley itself, a dominating landscape running from the east of Central Lancashire, out to the valley estuary and the important coastal marshes to the west;
- The coastal plains of the Fylde, and the Longton-Walmer Bridge area, close to the urban centre of Preston;
- The mosslands at Hoole and Farrington to the west of Leyland and from Bretherton to Mawdesley.

10.18 This is not a comprehensive list but it highlights the variety of landscape character within Central Lancashire and, whilst not all are nationally significant, they are recognised as locally distinct and highly valued. New development in the countryside can, through its design, use of external materials and siting, integrate well into the local settlement pattern and through associated works can improve as well as conserve the character of the landscape.

#### **Policy 21: Landscape Character Areas**

**New Development will be required to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features.**

#### Biodiversity and Geodiversity

10.19 Biodiversity is the variety of life in all its forms. It is important to recognise that the underlying geology affects the landscape of areas and the biological diversity that land can sustain. A wide range of sites important to wildlife habitats and species exist in Central Lancashire, and whilst some areas/sites are afforded greater protection through legislation, the Core Strategy recognises the ecological value of all levels.

10.20 Within Central Lancashire there exist elements of the entire hierarchy of designations. At the international level is the Ribble Estuary designated as a RAMSAR Special Protection Area and a National Nature Reserve, as well as a Site of Special Scientific Interest. There are significant areas of EC Habitats Directive Priority Habitats (mainly saltmarsh and active blanket bog). The area also contains many regional and locally designated sites including several hundred Biological Heritage Sites (BHSs) and a number of Local Nature Reserves. Central Lancashire is home to various protected animals and plant species identified through Biodiversity Action Plans. There are also 17 Regionally Important Geological and Geomorphological Sites (RIGs) in the plan area.

10.21 The Core Strategy will help ensure that areas/sites with international, national and local designations will not be adversely affected by new development.

## Ecological Networks

- 10.22 Design of the natural environment is equally important when considering the protection, maintenance, restoration and re-establishment and favourable condition of biodiversity and geodiversity. This can help to nurture and conserve habitat and species colonisation, and prevent fragmentation.
- 10.23 Ecological networks were introduced through national planning policies and further developed in the Regional Spatial Strategy as an opportunity to design for the future of ecology through spatial planning. Policy 22 conforms to national and regional guidance and will be further developed in future planning documents.

### **Policy 22: Biodiversity and Geodiversity**

**Conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through the following measures:**

- (a) Promoting the conservation and enhancement of biological diversity, having particular regard to the favourable condition, restoration and re-establishment of priority habitats and species populations;**
- (b) Seeking opportunities to enhance and expand ecological networks;**
- (c) Safeguarding geological assets that are of strategic and local importance.**

### Sustainability Appraisal

- \* Options have been developed as the most sustainable and in compliance with national and regional policy
- \* The sustainability appraisal process noted that a combination of the preferred options was the most beneficial, as it allowed flexibility yet also protection for natural environmental assets.
- \* Option B was rejected as it did not offer a co-ordinated response to securing protection from all environmental assets.
- \* The options taken forward into the publication version are as a response to the sustainability appraisal process and are deemed to have no significant adverse impacts.

## Chapter 11: Promoting Health and Well-being

### Strategic Objectives

SO 18 To improve the health and well-being of all Central Lancashire's residents and reduce the health inequalities that affect the more deprived urban areas, particularly Inner East Preston.

SO 19 To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities and services, including healthy food.

SO 20 To create environments in Central Lancashire that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.

### Cross Cutting Themes

**Achieving Good Design** – Health is created and lived by people within the settings of their everyday lives. Good design can help to shape places so that healthy lifestyles are encouraged for example, by supporting Green Infrastructure and safe, sustainable transport networks, and the provision of a well-designed network of healthcare services. Good design can promote community cohesion and significantly reduce the risk of crime.

**Tackling Climate Change** – Climate change brings with it new health and well-being challenges. For example, more extreme weather events such as heat waves, floods and extreme cold weather spells are expected which have significant health impacts, especially on the elderly and infirm. Measures to promote healthier lifestyles, such as promoting walking and cycling, will lead to reductions in carbon emissions.

11.1 The World Health Organisation's defines health as *"...a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity"*. Well-being is recognised as a broader concept, and can be defined as *"a positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society."*

11.2 The diagram below shows that many factors influence our state of health and well-being. Spatial planning can have a positive effect on these factors, and hence health and well-being is identified as one of the Core Strategy's main cross-cutting themes:

- Providing and protecting green open spaces, which promote increased physical activity and exercise, and improve mental health and well-being;
- Reducing motor vehicle traffic which in turn leads to reductions in air and noise pollution and road traffic accidents;
- Promoting sustainable transport networks, especially cycling and walking, to provide access to services and employment;

- Promoting greater prosperity and access to more and better jobs;
- Improving the quality and type of housing available;
- Encouraging access to healthy, fresh and affordable food whilst also seeking to manage the location of fast food outlets.



"The determinants of health and well-being in our neighbourhoods" by Barton and Grant (2006) based on a public health concept by Whitehead and Dahlgren (1991).

11.3 The general health of people in Central Lancashire is improving but challenges remain, with some public health issues common to all three districts including:

- Alcohol abuse (binge drinking and hospital stays due to alcohol related harm);
- A high proportion of over-65's not in good health;
- Relatively high levels of road injuries and deaths;
- Increasing incidence of mental disorders and obesity-related illnesses.

11.4 There is a strong spatial relationship between social and economic factors that impact on health, such as low income and poor housing, and these issues have been highlighted nationally in the Marmot Review. Reducing health inequalities has been a priority for many years but they remain very persistent. The result is that the more deprived urban neighbourhoods and the eastern suburbs of Preston in particular show high levels of poor health, and so make particular demands on health and support services. Ultimately, health inequality manifests itself through significant differences in life expectancy between areas, and this is illustrated below.

Map of Central Lancashire showing differences in life expectancy by SOA



- 11.5 Addressing these difficult issues requires the co-ordinated efforts of a number of different agencies, including the Primary Care Trusts (PCTs), local authorities and voluntary and community organisations involved in health and well-being. Preston is a WHO-designated phase V 'Healthy City'. This is a partnership between the Primary Care Trust and the City and County Councils, with the aim of "mainstreaming" health equity into all policies for local authorities and partnership agencies. It puts a special emphasis on health inequalities and urban planning. Health considerations must, therefore, be integrated into spatial planning.
- 11.6 Health and well-being considerations are referenced throughout this Core Strategy. The following policy concentrates on two particular aspects of healthy urban planning: the provision of health care services, and access to healthy food.

### **Provision of health care services**

- 11.7 Primary health care (GP surgeries, health centres, clinics, and dental surgeries) is commissioned by the NHS Central Lancashire PCT although the northern parishes of Preston fall within NHS East Lancashire. Access to primary care in rural areas can be difficult, particularly for older people. There are no local GP services in the rural settlements north of Preston so residents must travel to Preston or Longridge. This can be a problem for those with limited access to transport. Mental health services are provided across Lancashire by Lancashire Care NHS Foundation Trust. The Lancashire Teaching Hospitals NHS Foundation Trust provides secondary care services throughout the area via two hospitals – the Royal Preston Hospital and the Chorley and District Hospital. Lancashire County Council also provides care services for older people and for children and young people, as do a number of private and third sector agencies.
- 11.8 The types of health care services provided and the methods of delivery continue to change. For example, some PCT's are developing "walk-in" centres for primary care, based in town or district centres, whilst others are developing GP-led "polyclinics" which are intended to provide more specialist facilities than GP surgeries, and will therefore take some pressure off hospitals. New approaches to service provision in Central Lancashire include the Minerva Centre, a Long Term Conditions Centre within Preston North End football ground.
- 11.9 Where the PCT or other service provider identifies a need for a new facility, then the local authorities will assist with identifying a suitable site, and if possible, seek to identify land in their Site Allocations DPD's. Co-location of services (eg sharing the use of a building) will be encouraged. New housing development may create a need for new or expanded health care facilities. The local authorities will seek the advice of the Primary Care Trust in establishing whether new facilities are required to serve the development, and if this is the case, will seek appropriate developer contributions.

### **Access to healthy food**

- 11.10 The second dimension of the policy is access to healthy food. The correlation between the quality of food we eat and our personal well being is well documented. Concerns are increasing in the UK over levels of obesity and the consequent health issues, which impact disproportionately on poorer and disadvantaged communities. Community food growing schemes can help

counter this by providing fresh, affordable food and also promote physical activity and social inclusion. It's important, therefore to safeguard allotments and other urban land that can support local food growing.

11.11 Another aspect to the lack of access to healthy food choices is the concentration of fast food takeaways in some locations, particularly in areas of poor health. The local planning authorities will work with partners to control this as part of a healthy eating and anti-obesity strategy, and consideration will be given to the preparation of a Supplementary Planning Document.

11.12 The effect that planning policies and proposals may have on the health of a community can be tested through "Health Impact Assessment" (HIA). This aims to ensure that any adverse impacts are reduced and positive impacts are maximized. For the purposes of Policy 23, strategic developments are those occurring within the Strategic Sites and Locations identified in Policy 1.

### **Policy 23: Planning for Health**

**Integrate public health principles and planning, and help to reduce health inequalities by:**

- (a) Working with health care commissioners to support health care infrastructure and particularly to improve primary care and mental health care access and facilities.**
- (b) Where required by the priorities of health care commissioners, identifying sites for new facilities reflecting the spatial distribution of need, the importance of accessibility, and opportunities for different service providers to share facilities.**
- (c) Seeking contributions towards new or enhanced facilities from developers where new housing results in a shortfall or worsening of provision.**
- (d) Requiring Health Impact Assessment on all development proposals on Strategic Sites and Locations.**
- (e) Working with partners, including the Primary Care Trust and local authority environmental health departments, to manage the location of fast food takeaways, particularly in deprived areas and areas of poor health.**
- (f) Safeguarding and encouraging the role of allotments; garden plots within developments; small scale agriculture and farmers markets in providing access to healthy, affordable locally produced food options.**

### **Sport and Recreation**

11.13 Regular physical exercise contributes to good levels of health and well-being. Aside from its benefits to the individual, increased participation in sport and physical activity can also have wider benefits in tackling social exclusion and reducing anti-social behaviour. It is important that people in all areas have access to good quality open spaces and the opportunity to participate in formal and informal recreation. Open spaces often have multiple uses: those

designated for outdoor recreation, such as golf courses, public parks, and allotments also form part of the wider Green Infrastructure network (see Chapter 10).

11.14A high proportion of adults and children do not exercise regularly. Increasing current participation rates in sport, physical activity and recreation requires the co-ordinated efforts of many partner organisations. Spatial planning's role involves protecting existing assets, and promoting provision through the planning process by making sure new development does not result in a shortfall in the provision of facilities. Central Lancashire's growth potential means that provision for sport and recreation must keep pace with the community's needs. Based on local research, minimum local standards for provision will be developed and used to identify any shortfalls and to assess the impacts of new development.

#### **Policy 24: Planning for Sport**

**Ensure that everyone has the opportunity to access good sport, physical activity and recreation facilities (including children's play) by:**

- (a) Devising robust minimum local standards based on quantified needs, accessibility and qualitative factors, through seeking developer contributions (either in the form of new provision or financial payment in lieu) where new development would result in a shortfall in provision.**
- (b) Protecting existing sport and recreation facilities, unless they are proven to be surplus to requirements or unless improved alternative provision is to be made.**
- (c) Developing minimum local standards in a Supplementary Planning Document.**
- (d) Identifying sites for major new facilities where providers have evidence of need.**

#### **Community Facilities**

11.15 Community facilities, such as village shops, community centres, and health facilities act as the focus of community activity and contribute towards community cohesion. Community facilities are provided by a wide variety of agencies, including local authorities, other public service providers, churches and other religious organisations, and the voluntary and business sectors.

11.16 Urban and rural communities require access to core community facilities. The requirement for facilities is changing along with changes to the structure of the local population. As the proportion of people over 65 increases so demand for facilities catering for older people will rise. New facilities and services may be needed, particularly where a significant amount of new housing is proposed. In some rural settlements and inner urban areas, community facilities may struggle to remain viable when populations change.

11.17 To reflect the changing needs of the community, new ways of providing facilities continue to develop. For example, recent years have seen major investment in Children’s Centres as part of a government initiative to provide integrated health, childcare and other services for pre-school children and their carers. Increasingly, service providers are looking to co-locate.

11.18 Spatial planning can help co-ordinate the provision of new facilities and new housing development, and obtain appropriate developer contributions. It can also resist the loss of existing facilities. The Councils will require that proposals for change of use are supported by evidence that the particular facility is no longer viable and explain the options that have been investigated to maintain the service, for example, through co-location with another complementary service. As new developments require good access to facilities and create additional demand for existing facilities, so any shortfall in provision must be addressed as part of the development.

#### **Policy 25: Community Facilities**

**Ensure that local communities have sufficient community facilities provision by:**

- (a) Working with public, private and voluntary sector providers to meet demonstrable need;**
- (b) Encouraging and coordinating new provision at locations that are accessible by all modes of transport;**
- (c) Resisting the loss of existing facilities by requiring evidence that they are no longer viable or relevant to local needs;**
- (d) Assessing all development proposals for new housing in terms of their contribution to providing access to a range of core services including education and basic health and care facilities.**

#### **Crime and Community Safety**

11.19 Crime and the fear of crime, is a major factor in determining people’s quality of life. Crime levels are generally below average in Chorley and South Ribble, but the more deprived areas of Preston have crime levels within the worst 10% in England and Wales. The police and local authorities are working to reassure local communities with the advent of neighbourhood policing, and Police and Communities Together meetings. Partnership working between agencies includes Community Safety Partnerships which feed into the respective Local Strategic Partnerships.

11.20 Planning can help address crime through the design and layout of developments and individual buildings. “Secured by Design” is a national police initiative to promote awareness. It produces design guides and also has an accreditation scheme for residential and other types of development. Lancashire Constabulary employs a specialist Architectural Liaison Officer to advise developers and local authorities. Secured by Design principles concern the use of natural surveillance within developments, good lighting, and the integration of security measures. Issues of road safety – particular reducing

accidents involving pedestrians and cyclists - is a matter relevant to the Sustainable Travel Chapter (Chapter 7).

11.21 Crime is often linked to other issues. For example, youth crime and anti-social behaviour may be reduced if there are adequate, affordable leisure and community activities in an area. In town centres, avoiding an over-concentration of pubs and bars in an area may help to disperse revellers so it is important that planning and licensing decisions complement each other. Introducing a greater mix of leisure uses into town centres may help to attract a wider age range of people.

#### **Policy 26: Planning out Crime**

**To plan for reduced levels of crime and improved community safety by working with the police and community safety partnerships and other agencies to:**

- (a) Encourage the inclusion of Secured By Design principles in new developments.**
- (b) Provide adequate leisure and community facilities or activities, particularly in high crime areas, and especially for young people.**
- (c) Aim to achieve a complementary mix of uses in the City and key service centres with appropriate controls over entertainment uses, taking account of the local authorities' Statement of Licensing policies.**

#### **Sustainability Appraisal**

\* Including a chapter on Health and Well Being was a positive addition for the Social aspect of the Sustainability Appraisal

\* A combination of the preferred options was suggested to give the greatest opportunity for a sustainable outcome.

\* Option B to seek developer contributions for community facilities was not selected as seeking developer contributions from all developments irrespective of need may lead to some becoming projects becoming unviable therefore there would be a negative impact on the economy.

\* Overall the policies taken forward are not deemed to have significant adverse impacts.

## Chapter 12: Tackling Climate Change

### Strategic Objectives

SO 21 To reduce energy use and carbon emissions in new development.

SO 22 To encourage the generation and use of energy from renewable and low carbon sources.

SO 23 To manage flood risk and the impacts of flooding especially adjoining the river Ribble and at Croston.

SO 24 To reduce water usage, protect and enhance Central Lancashire's water resources and minimise pollution of water, air and soil.

### Cross Cutting Themes

**Achieving Good Design** – The design and layout of a building has a significant impact on its energy use. Before applying renewable energy technologies to new buildings to reduce carbon dioxide emissions it is therefore important to consider reducing the total energy requirement. This can be achieved by requiring new developments to be constructed to higher levels than those required by the Building Regulations.

**Promoting Health and Wellbeing** - The predicted effects of climate change, such as more frequent extreme weather episodes, will have a detrimental impact on the health and well-being of the population.. Reducing energy use, improving insulation and promoting renewable energy generation in Central Lancashire will help tackle the threat that climate change has on health and well-being.

**Tackling Climate Change** – Almost a half of the UK's carbon dioxide emissions come from buildings. Controlling the energy use of new buildings is therefore essential in tackling climate change. Renewable energy has a key role to play in achieving this.

### Built Environment

#### New Building Energy Efficiency and Low Carbon Energy Generation

- 12.1 Climate Change is the greatest long-term challenge facing the world today. Tackling Climate Change is a key Government priority for the planning system.
- 12.2 A key part of the government's climate change strategy is reducing carbon emissions to the atmosphere, through increased use of low or zero carbon and renewable energy sources as well as greater energy efficiency in the construction and use of buildings. This chapter sets out a framework for promoting and encouraging the use of renewables, and for low or zero carbon energy generation. It also considers other resource use issues affecting rivers, air and soil.
- 12.3 Climate change is a cross cutting theme throughout the Core Strategy, some aspects of which are dealt with in other chapters. The spatial location of land use and associated activities can have a profound effect on energy use.

Reducing the need to travel and the energy used in transport is considered in the Chapter 7.

- 12.4 Planning for the sourcing and extraction of minerals and waste management is the responsibility of Lancashire County Council and these matters are dealt with in the countywide Minerals and Waste Local Development Framework. However this Core Strategy can influence what, and how, materials are used for construction. Government guidance emphasises the importance of setting out locally robust policies for energy consumption in the construction and use of buildings, by promoting minimum energy efficiency requirements. It also requires local authorities to set a target percentage of the energy used in new development to come from decentralised and renewable or low carbon energy sources where it is viable. When setting local requirements, local authorities must be able to clearly demonstrate that there are opportunities for significant use of decentralised and renewable or low carbon energy. Studies undertaken by the three authorities demonstrate that, given the specific natural resources of Central Lancashire, in particular wind, there are many opportunities for renewable energy generation to be integrated into developments (micro-generation) and for stand-alone renewable energy schemes.
- 12.5 Each type of energy capture technology has its own locational characteristics and specific requirements, and developers should consider a range of renewable energy technologies in order to achieve the requirements of Policy 27. Such technologies include wind turbines, hydro-power, solar power, ground source heat pumps and biomass. The same technology can operate at different scales. For example, wind power can be captured at the 'micro-generation' scale such as an installation on an individual building. A medium sized wind turbine could be considered as 'decentralised' generation where it serves a neighbourhood, whereas large scale energy capture includes 'wind farms' comprising several full size turbines. This Core Strategy deals with all these scales.
- 12.6 On the whole, areas of visual or historic sensitivity within Central Lancashire will be able to accommodate appropriate renewable energy features within the terms of Policy 27. It may be that the special circumstances of the statutory protection (for the building or area) would be compromised by the implementation of this policy. In those circumstances, the requirements of this policy may be waived. However, the Councils would need to be persuaded that a serious attempt had been made to integrate energy efficiency measures and renewable energy capacity in the building design. The fact that a building is listed, for its historic or architectural importance, would not be a reason to set aside the policy.
- 12.7 Central Lancashire is therefore well placed to provide new build development that can be designed in a sustainable way and incorporating sustainable resources. The considerable natural renewable resources available make it feasible to integrate micro-generation technologies into building design. All developments of 5 or more dwellings or non residential units of 500 sq metres or more floorspace should comply with Policy 27, unless the applicant can demonstrate, including through the use of open book accounting that an individual site's circumstances are such that development would not be economically viable if the policy were to be implemented.
- 12.8 The approach will be to promote the development of renewable energy and to direct it to where the technology is most viable and environmental impacts can

be minimised. Impacts may include visual effects, noise, odour or increased traffic arising because of the development. However these considerations, including viability, need to be treated with care because energy capture technologies are rapidly developing.

12.9 A further consideration is the design of individual buildings. Building orientation is significant as is the positioning of buildings in relation to each other and to trees. These factors can all help energy capture and efficiency. Additionally the 'future proofing' of new buildings should also be taken into account. Climate change is already occurring and in future is likely to bring about more extremes of weather locally such as higher winds, rising sea levels, periods of excessive rainfall, but also longer droughts, and greater extremes of heat and cold.

12.10 The Code for Sustainable Homes refers to some of these matters in the design of individual housing units and at the scale of residential estates. The government is planning to extend this approach to commercial buildings. Such national standards should be considered a minimum requirement.

#### Existing Buildings

12.11 Government guidance promotes more efficient use of land through the re-use of existing buildings and bringing vacant and underused buildings back into use. This is dealt with in policy 17. Although the conversion or re-use of buildings may not require planning permission, it is important that the principles of good design and sustainable development are considered in order to reduce carbon emissions and enable them cope more effectively with the impacts of climate change.



**Policy 27: Incorporating Sustainable Resources into New Developments**

Incorporate sustainable resources into new development through the following measures.

All new dwellings will be required to meet Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016. Minimum energy efficiency standards for all other new buildings will be 'Very Good' (or where possible, in urban areas, 'Excellent') according to the Building Research Establishment's Environmental Assessment Method (BREEAM).

Subject to other planning policies, planning permission for new built development will only be granted on proposals for 5 or more dwellings or non-residential units of 500 sq metres or more floorspace where all of the following criteria are satisfied:

- (a) Evidence is set out to demonstrate that the design, orientation and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change;
- (b) Appropriate decentralised, renewable or low carbon energy sources are installed and implemented to reduce the carbon emissions of predicted energy use by at least 15% (this minimum figure is to increase to 20% from January 2015 onwards);
- (c) Appropriate storage space is to be provided for recyclable waste materials and composting;
- (d) If the proposed development lies within a nationally designated area, such as a Conservation Area or affects a Listed Building, it will be expected to satisfy the requirements of the policy through sensitive design unless it can be demonstrated that complying with the criteria in the policy, and the specific requirements applying to the Code for Sustainable Homes and BREEAM, would have an unacceptable adverse effect on the character or appearance of the historic or natural environment.

The integration of the principles above into other types of development will also be encouraged.

### **Policy 28: Renewable and Low Carbon Energy Schemes**

**Proposals for renewable and low carbon energy schemes will be supported and planning permission granted where the following criteria are met:**

- (a) The proposal would not have an unacceptable impact on the landscape character and visual appearance of the local area, including the urban environment;**
- (b) The reason for the designation of a site with statutory protection would not be compromised by the development;**
- (c) Any noise, odour, traffic or other impact of development is mitigated so as not to cause unacceptable detriment to local amenity;**
- (d) Any harm to local nature, ecology and biodiversity is appropriately mitigated and/or compensatory environmental provisions are made;**
- (e) Any significant adverse local effects of the proposal are outweighed by wider environmental, social and economic benefits.**

### **Water**

#### Water Management

12.12 The Spatial Portrait refers to the environmental assets and water features in the area. These range from the internationally important estuary area to rivers, streams, canals and reservoirs that all play an important part in life in the area. They are vital natural resources that provide drinking water, wildlife habitats, and play a key role in recreational activity.

12.13 In recognition of the importance of water as a natural resource the EU Water Frameworks Directive was issued in 2000. The purpose of the Directive is to establish a framework for the preservation and improvement of the water quality of inland surface waters, transitional and coastal waters and groundwater. The prime and overriding objective of the Directive is for all surface waters, artificial and heavily modified waters and ground waters to achieve 'good' ecological status by 2015.

12.14 Most surface water run-off enters water courses. River water quality across Central Lancashire has generally been improving in recent years as many sources of pollution have been removed. However incidents of flooding, especially from surcharging sewers and overflows from sewage treatment plants on occasions quickly undo these improvements and reduce river biodiversity. There are also cases where water runoff polluted by agricultural activities is keeping river water quality low.

12.15 There is growing awareness that water resources are under increasing threat from climate change and flooding (which can also cause pollution), population growth, new developments and general increases in water use. However, Central Lancashire has an overall surplus of drinking water supply and this is forecast to remain the case up to at least 2035, which is beyond the Plan period for this Core Strategy. Some water abstraction from local rivers takes

place but is again not considered to be reducing flow rates to levels that would endanger biodiversity or general amenity.

- 12.16 Despite having adequate water supply it is important to conserve and minimise the use of water for a number of reasons. As well as helping to maintain a balance between the demand and supply of water, there are costs associated with collection and purification, energy costs (both financial and environmental) related to distribution, pumping and wastewater treatment costs. Major new developments in some areas will also require significant new infrastructure to service them.
- 12.17 It makes good sense and contributes to the sustainable use of resources, to secure changes in the way water is used. It is important to ensure that new developments at least achieve the minimum standards for potable water efficiency as defined in the Code for Sustainable Homes. However there is scope to go further. Annual rainfall levels are quite high in Central Lancashire and there is considerable scope to continue this within buildings such as for toilets, as well as re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaping areas.
- 12.18 New developments will be expected to deal with surface water run-off. Traditional drainage practice is designed to move rainwater as quickly as possible to main watercourses or soakaways. This has implications in terms of flood risk, pollution and depletion of groundwater resources. The Regional Spatial Strategy already requires all developments to reduce surface water run-off (and thereby reduce flood risk) through the use of sustainable drainage systems (SUDS). At present the regional water company - United Utilities - will not adopt SUDS structures although they do encourage their installation. A key aim is to resolve this adoption issue.

#### Flood Risk

- 12.19 A phase 1 Strategic Flood Risk Assessment (SFRA) for Central Lancashire was completed in December 2007. It forms the key to meeting national and regional policy requirements in relation to flood risk issues. The evidence base demonstrates that the catchments of three main rivers, the Ribble, Douglas and Wyre, define the main hydrological influences of Central Lancashire. Parts of these catchments in the west are tidally influenced. In summary, the evidence base identifies that the fluvial and tidal flood risk is low. Parts of Croston, Penwortham and Walton-le Dale are identified as being at particular risk, together with a number of other smaller areas. The risk of sewer flooding is most likely to affect areas in Grimsargh, Walton-le-Dale and Euxton.
- 12.20 There is little risk of groundwater flooding although after sustained rainfall Preston and areas immediately south of Preston are at some risk of flooding to basements or underground car parking facilities. The risk of flooding from the canal network or reservoirs is also identified as low, though a residual risk remains.
- 12.21 The most appropriate approach is to direct development away from areas of flood risk and this is addressed in chapter 5. Where this is not possible (having followed the 'sequential approach' set out in national policy) the development would need to provide wider sustainability benefits, be on previously developed land and be able to demonstrate that the site/area will be safe and will not

increase risk elsewhere. Any site proposed for development in high flood risk areas will need to be subjected to more detailed assessment.

12.22 Because they are interrelated, water supply and flood risk should be addressed together. This will help achieve the effective management of water and the delivery of the EU Water Framework Directive.

### **Policy 29: Water Management**

**Improve water quality, water management and reduce the risk of flooding by:**

- (a) Minimising the use of potable mains water in new developments;**
- (b) Working with the regional water company to promote investment in sewage water treatment works to reduce the risk of river pollution from sewage discharges;**
- (c) Working with farmers to reduce run off polluted with agricultural residues into watercourses;**
- (d) Appraising, managing and reducing flood risk in all new developments, avoiding development in high flood risk areas wherever possible and appropriate, particularly in vulnerable parts of Croston, Penwortham, Walton-le-Dale and southwest Preston;**
- (e) Pursuing opportunities to improve the sewer infrastructure, particularly in Grimsargh, Walton-le-Dale and Euxton, due to the risk of sewer flooding;**
- (f) Managing the capacity and timing of development to avoid exceeding sewer infrastructure capacity;**
- (g) Encouraging the adoption of sustainable urban drainage systems;**
- (h) Seeking to maximise the potential of Green Infrastructure to contribute to flood relief.**

### **Air Quality**

12.23 Spatial planning can affect air quality. The Air Quality Management Areas (AQMAs) for the 3 districts have been considered to ensure that proposed locations for development and investment will not adversely affect areas already suffering the most air pollution and in what ways the Core Strategy can improve air quality.

12.24 The AQMAs show that there are no major industrial sources of air pollution in Central Lancashire. They also show that transport and congestion are major contributors to air pollution locally and there is often a direct link between poor air quality and the main transport corridors. In view of this, improvements to air

quality will be best achieved through the implementation of the Travel Strategic Objective and policies. Chapter 5 considers how growth and development can be accommodated in locations that will reduce reliance on the car and seeks to encourage more sustainable transport arrangements.

- 12.25 There are many other ways in which this Core Strategy will contribute to overall improvements in air quality. For example improvements will be achieved through protecting, enhancing and investing to improve the Green Infrastructure network as set out in chapter 10. This will include a number of factors that contribute directly to air quality improvements such as protecting existing trees and woodlands and encouraging the planting of more trees where opportunities exist.

**Policy 30: Air Quality**

**Improve air quality through delivery of Green Infrastructure initiatives and through taking account of air quality when prioritising measures to reduce road traffic congestion.**

**Agriculture**

Soil

- 12.26 National and regional policies set out the need to maintain and enhance the resilience and quality of soils, and to encourage the sustainable use of soil resources, including protecting the best and most versatile agricultural land. Central Lancashire has large areas of good quality agricultural soils, especially in the west. Fertilisers and pesticides play an important part in the agricultural quality of land, but there is some evidence that farm run-off does pollute local rivers. Upland blanket bog on the moorland east of Chorley is an effective carbon store and is also a useful water management measure for controlling downstream flooding.
- 12.27 Chapter 9 refers to the likely changes in local agriculture and this will re-emphasise the importance of making good use of the best farmland as well as the need for responsible chemical applications to fields and crops. Achieving a balance between productivity needs and pollution and biodiversity implications is required.
- 12.28 There are now no extensive areas of despoiled land in Central Lancashire. Considerable work has already taken place to restore and remediate contaminated and derelict land including the former coal workings in the south of the plan area. Although there are still some small scale local areas of despoiled land, they are not considered a significant spatial issue.

**Policy 31: Agricultural Land**

**Protect the best and most versatile agricultural land, (that is Grades 1, 2 and 3a) that occurs in the west of Central Lancashire when considering both agricultural and other forms of development to avoid irreversible damage to, and instead achieve the full potential, of the soil.**

**Sustainability Appraisal**

- \* The sustainability appraisal assessed a number of options and found the most sustainable was a combination of all of the preferred options suggested.
- \* Option B on micro generation was identified as the most sustainable option overall however, micro generation alone could not reach national and regional targets for carbon reduction.
- \* Option A avoiding development on all areas of flood risk was considered too restrictive as some sites were more prone to risk of flooding and to varying degrees but a combination approach with other proposed options would offer a more balanced approach.
- \* The climate change policies are a combination of the preferred options and thus the most sustainable option with no significant adverse impacts.