



Dear Councillor,

**CENTRAL LANCASHIRE LOCAL DEVELOPMENT FRAMEWORK JOINT ADVISORY COMMITTEE - WEDNESDAY, 23RD JUNE 2010**

The next meeting of the Central Lancashire Local Development Framework Joint Advisory Committee to be held in the Council Chamber, Town Hall, Chorley on **Wednesday, 23rd June 2010 at 6.15pm**. Entrance to the Town Hall during the evening can be gained from the doors on St Thomas's Road, opposite the Police Station.

An agenda for the meeting is set out below.

The agenda papers are being sent to both appointed and substitute Members. Any appointed member who is unable to attend on 23 June is requested to ascertain whether his/her substitute is able to attend instead and notify Tony Uren either by telephone or email to the address below of their apology, with an indication of whether the substitute member will attend.

We hope that as many appointed or substitute members of the Joint Advisory Committee as possible will be able to attend the meeting.

Yours sincerely

Donna Hall  
Chief Executive of Chorley Council

Tony Uren  
Democratic and Member Services Officer  
E-mail: [tony.uren@chorley.gov.uk](mailto:tony.uren@chorley.gov.uk)  
Tel: (01257) 515122  
Fax: (01257) 515150

**Distribution**

All members and officers of the Central Lancashire Local Development Framework Joint Advisory Committee

**Councillors**

Councillors Harold Heaton (Chorley Council), Peter Malpas (Chorley Council), Roy Lees (Chorley Council), Neil Cartwright (Preston City Council), John Swindells (Preston City Council), Danny Gallagher (Preston City Council), J C Hughes MBE (South Ribble Council), J Hesketh (South Ribble Council), B Yates (South Ribble Council) and County Councillor Keith Young (Lancashire County Council).

Substitute Members:

Councillors Peter Goldsworthy (Chorley Council), Dennis Edgerley (Chorley Council), Geoffrey Russell (Chorley Council), Stuart Greenhalgh (Preston City Council), John Collins (Preston City Council), Margaret Smith (South Ribble Council), Donald William Parkinson (South Ribble Council) and P Stettner (South Ribble Council)

Officers:

Chris Moister (Head of Governance, Chorley Council), Jennifer Moore (Head of Planning, Chorley Council), Lesley-Ann Fenton (Director of Partnerships, Planning and Policy, Chorley Council), Julian Jackson (Central Lancashire LDF Team Co-ordinator), Chris Hayward (Assistant Director (Chief Planning Officer), Preston City Council), Jean Hunter (Chief Executive, South Ribble Council), John Dalton (Director of Planning and Housing, South Ribble Council), Steve Browne (Director of Strategy and Policy, Lancashire County Council) and Tony Uren (Democratic and Member Services Officer, Chorley Council).

## AGENDA

1. **Appointment of Chair for the Meeting**
2. **Welcome by Chair and Introductions**
3. **Apologies for absence**
4. **Minutes of last meeting**
  - a) To confirm as a correct record the minutes of the meeting of the Central Lancashire LDF Joint Advisory Committee held on 18 March 2010 (Minutes enclosed). (Pages 1 - 4)
  - b) Matters arising not otherwise covered on agenda
5. **Progressing the Local Development Framework (Pages 5 - 10)**

To receive and consider the enclosed report of the LDF Joint Officer Team on the implications of the new Government's recent announcements on Local Development Framework processes.
6. **Central Lancashire Retail and Leisure Review (Pages 11 - 20)**

To receive and consider the enclosed report of the LDF Joint Officer Team on the findings of recent research.
7. **Open Space, Sport and Recreation Review (Pages 21 - 24)**

To receive and consider the enclosed report of the LDF Joint Officer Team on the commissioning of a review.
8. **Infrastructure Delivery Schedule (Pages 25 - 38)**

To receive and consider the enclosed report of the LDF Joint Officer Team, with attached schedule.
9. **Community Infrastructure Levy and Section 106 Planning Obligations (Pages 39 - 44)**

To receive and consider the enclosed report of the LDF Joint Officer Team.
10. **Dates of Next Meeting**

To note that next scheduled meeting of the Joint Advisory Committee was to be held on 21 September 2010. It is likely, however, that an extra meeting of the Joint Advisory Committee will need to take place before that date.

This page is intentionally left blank

**CENTRAL LANCASHIRE LOCAL DEVELOPMENT FRAMEWORK  
JOINT ADVISORY COMMITTEE**

**Meeting held at 5.30pm on Thursday 18 March 2009 at the Civic Centre, South Ribble Borough Council, Leyland**

**Present: Chorley Borough Council**

Councillors Heaton, Lees and Malpas

**Preston City Council**

Councillors Cartwright and Gallagher

**South Ribble Borough Council**

Councillors Clark, Hesketh (chairman) and Hughes

**Lancashire County Council**

County Councillor Young

**In attendance: Central Lancashire LDF Team**

Mr J Jackson - Central Lancashire LDF Team Coordinator

Mr D Porter – Principal Planning Officer

Ms K Henderson – Planning Officer

**Chorley Borough Council**

Mrs L Fenton – Director of Partnerships, Planning and Policy

Mrs J Moore – Head of Planning

Mr P McAnespie – Planning Policy and Design Team Leader

**Preston City Council**

Mr M Molyneux - Planning Policy Manager

Mr C Hayward - Assistant Director - City Planning Officer

Mr M Putsey - Principal Planning Officer

**South Ribble Borough Council**

Mr J Dalton - Head of Planning and Housing

Mrs D Johnson – Head of Regeneration and Healthy Communities

Mrs H Hockenhull - Planning Manager

Mr M Eastham – Team Leader, Forward Planning

Ms J Clough – Principal Economic Development Officer

Mr J Wallwork - Democratic Services Officer

**Lancashire County Council**

Mr P Megson – Strategic Planning Manager

**1. Appointment of a Chairman for the Meeting**

RESOLVED: That Councillor Hesketh be appointed Chairman for the meeting.

**2. Welcome by the Chairman and Introductions**

The Chairman welcomed everyone to the meeting.

**3. Apologies for Absence**

Apologies for absence were submitted on behalf of Councillors Crompton and Swindells (Preston City Council) and Councillor Ogilvie (South Ribble Borough Council). Councillor Clark attended as Councillor Ogilvie's substitute.

**4. Confirmation of Minutes – 28 January 2010**

County Councillor Young indicated that his presence at the meeting on 28 January 2010 had been omitted from the list of those attending.

RESOLVED: That, subject to the above amendment, the minutes of the Central Lancashire Local Development Framework Joint Advisory Committee meeting held on 28 January 2010 be approved as a correct record and signed by the chairman.

**5. Central Lancashire Economic Strategy 2026 – Executive Summary**

Jennifer Clough, Principal Economic Development Officer at South Ribble Borough Council attended the meeting and presented a report on the Central Lancashire Economic Strategy 2026.

She indicated that the Strategy was prepared to draw together the economic development strategies for the three authorities of South Ribble, Preston and Chorley which would inform and provide evidence for the preparation of the Local Development Framework.

RESOLVED: (i) That the report be noted.  
(ii) That the Strategy informs the development of the LDF.  
(iii) That the Strategy strengthens partnership working across Preston, South Ribble and Chorley.

**6. Publication Version of Central Lancashire LDF Core Strategy**

Julian Jackson, Central Lancashire LDF Team Coordinator, introduced the report which set out the significance of the publication version of the Core Strategy and provided an overview of its content. He circulated an addendum sheet which contained revised policy wording and omissions.

Councillor Hughes indicated that South Ribble wished to make an alteration to the Strategic Sites and Locations as further information was required, particularly relating to infrastructure requirements.

County Councillor Young expressed concern regarding the various schemes and enquired who would fund the capital investment for them. Councillor Hughes responded by indicating that if it related to the infrastructure it would probably come from developers through the Community Infrastructure Levy or whatever system is introduced or possibly through Growth Point monies.

Concern was expressed by Councillor Cartwright that amendments were being made at this stage. John Dalton, Head of Planning and Housing, indicated that there were differences between both South Ribble and Preston as South Ribble had a choice of sites to be included and already had a five year supply and therefore Preston were under greater pressure to identify sites.

In response to a question from Councillor Heaton, Julian Jackson agreed that there was a demand for a new motorway junction on the M6 in the vicinity of Charnock Richard Services but that it was unlikely that funding would be available.

A discussion took place on how robust the infrastructure policy was and whether Councils would be in a strong position to defend appeals.

Helen Hockenhull referred to the Housing Density policy and that South Ribble did not think the current paragraph met its requirements. She suggested a slight amendment which would address the concerns. Councillor Hughes supported the concerns raised by Helen Hockenhull and thought that it was up to each individual authority to choose its own level of affordable housing and that South Ribble wanted to state 20%. Councillor Cartwright indicated that Preston CC wanted to include 30% as the figure. He expressed the view that the Development Plan Document would cover this and therefore there should be one figure across the board. Councillor Malpas indicated that Chorley BC preferred 30%, but that they did not have a problem if other authorities wanted to set a different level. Lesley-Ann Fenton suggested that 30% should be identified as the base level and then if councils wanted to negotiate down from this they could do.

A discussion was held regarding the policy on gypsies and travellers and Jenni Moore expressed caution as she did not wish anything to be included which could be discriminatory against them. Chris Haywood stated that Preston CC had a robust policy within its Local Plan and the wording could be replicated within this document.

Councillor Cartwright suggested that there should be reference to the saved policies within the document. He was informed that the document would include this.

A discussion took place on carbon savings. Peter McAnespie stated that Chorley BC had undertaken a large amount of work on this regarding providing evidence and that this would put the authorities in a strong position if they were challenged. Chris Hayward commented that forthcoming changes to Building Regulations would increase requirements in all new developments.

RESOLVED:

That the Joint Advisory Committee endorses the Publication Core Strategy for approval by the District Councils and that minor textual and graphic details be delegated to the Heads of Planning Services in consultation with the relevant Executive Members.

**7. Mid Lancashire Housing and Sustainable Communities Strategy and Investment Plan**

John Dalton introduced a report on the Mid Lancashire Housing and Sustainable Communities Strategy and Investment Plan. The study was being undertaken to recognise the relationship of planned economic development and the need for the right quantity and quality of housing. The strategy provides the basis for delivering on the full range of priorities aimed at resolving the key housing related challenges facing the five mid Lancashire authorities

RESOLVED: That the report be noted.

**8. Date, Time and Venue of Future Meetings**

The following dates, times and venues of future meetings were reported.

- Wednesday 23 June 2010 at 5.30pm at Chorley Borough Council
- Tuesday 21 September 2010 at 5.30pm at Preston City Council
- Tuesday 30 November 2010 at 5.30pm at South Ribble Borough Council
- Tuesday 18 January 2011 at 5.30pm at Chorley Borough Council
- Tuesday 15 March 2011 at 5.30pm at Preston City Council

..... (Chairman)

(The meeting finished at 7.24pm)

This page is intentionally left blank





Report of	Meeting	Date
LDF Joint Officer Team	Central Lancashire LDF Joint Advisory Committee	23 June 2010

## **PROGRESSING THE LOCAL DEVELOPMENT FRAMEWORK**

### **PURPOSE OF REPORT**

1. To outline the possible implications of progressing the Local Development Framework in the light of the new government's announcements to abolish Regional Strategies and further control developments within residential gardens.

### **RECOMMENDATION(S)**

2. That a period of approximately 4 weeks be taken to allow Officers and Members at Chorley, Preston & South Ribble Councils to consider the situation and take account of any further emerging guidance from central government.
3. That Officers continue with preparation for the issues & options stage of the Site Allocations Development Plan Documents.
4. That Officers further report on emerging advice and guidance on the abolition of Regional Strategies and other relevant matters as soon as information becomes available.
5. That further meetings of the LDF Working Groups and the Joint Advisory Committee be arranged as appropriate.

### **EXECUTIVE SUMMARY OF REPORT**

6. The joint Central Lancashire Core Strategy has received all the approvals it needs to proceed to its next stage - publication. However the new government has announced its intention to abolish Regional Strategies and has already introduced some controls to restrict 'garden grabbing'. In the North West the Regional Strategy covers a wide range of spatial planning matters the most significant loss in terms of abolition will be the housing provision figures.
7. The Core Strategy as presently drafted is based on the regionally produced housing requirement figures although there is some flexibility built in regarding actual provision year by year. It is presently unclear how housing figures would be produced locally. New house building as well as helping to meet housing requirements also has a number of other housing and economic effects. Actual construction rates since 2003 have fluctuated generally in line with the state of the national economy but overall have been broadly in line with the Regional Strategy figures for Central Lancashire. The government has separately

made some changes to national housing policy intended to restrict garden grabbing, further controls may be introduced. With public deadlines approaching for publication of the Core Strategy in particular, decisions need to be taken on how to proceed with the LDF work.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

8. To clarify immediate timescale intentions whilst giving discretion to review progress at later dates.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

9. To not publish the Core Strategy soon and delay work on Site Allocations until further government information/guidance is issued.

### **BACKGROUND**

10. The joint Central Lancashire Core Strategy has received all the approvals it needs to proceed to its next stage - publication. Our timetable was to publish by the end of June. Work is also underway on Site Allocations, our intention is to produce separate but similar LDF documents for each District starting with an Issues and Options Discussion Paper for community engagement by September. These timescales now need to be considered in the light of proposed changes in the new government's approach to planning and housing.
11. The new government has announced its intention to abolish Regional Strategies. The Secretary of State for Communities and Local Government has written to Council Chief Planning Officers to state that this abolishment will be done rapidly and so 'return decision making powers on housing and planning to local councils'. He goes on to state there will be a formal announcement on this matter 'soon'. The full text of the letter is reproduced in Appendix 1. The government has separately already introduced controls over 'garden grabbing' – development within dwelling curtilages.

### **REGIONAL STRATEGIES**

12. Regional Strategies – formerly known as Regional Spatial Strategies (RSSs) basically act as a bridge between national planning policies and Local Development Frameworks. The North West RSS has sub-regional components based around the City Regions and the County areas. It has wide policy coverage over all key topic areas not just housing and incorporates a regional transport strategy.
13. The North West RSS sets out settlement and retail centre hierarchies, recognises the Central Lancashire ('Greater Preston') area as a functional entity with a key role to play in the wider City Region. It favours no early strategic Green Belt review and identifies amounts of land required for future employment development but only at the County area level. In term of housing however it does set District level housing provision figures (minimums of 417 per annum in South Ribble and Chorley and 507 in Preston, 1341 in total) as well as a target to locate at least 70% of this development on previously developed land. The North West RSS was due to be replaced with a new Regional Strategy known as RS2010 a version of this may still be published as an informal document by July.
14. The housing provision figures in RSS were derived from nationally produced District level household projections refined through a series of assumptions into dwelling requirements and took account of a predicted optimistic future economic performance for the region

thus making it quite positive about household formation rates and migration trends. In short it set policy based housing figures not ones founded on past trends.

15. It is not clear at what local level the government envisages new future housing requirements being based. Before RSSs took on the role of setting housing provision figures this was done by County Structure Plans. Following the demise of Structure Plans Lancashire County Council no longer has a strategic planning role. Furthermore resurrecting Structure Plans does not appear a likely option following the creation of numerous unitary councils around the country. District Councils have not themselves previously set housing provision figures.
16. The Central Lancashire Core Strategy refers to the RSS housing figures, however the key policy for locating such development – Policy 1 does not specifically refer to the absolute quantity of housing. It is the policy on housing delivery – Policy 4 – that provides a mechanism for managing the supply of residential development land coming forward and sets a tolerance of actual performance of plus or minus 20% of RSS levels before intervention is considered necessary.

### **ROLE OF NEW HOUSING AND RECENT TRENDS**

17. The provision of new housing is inter-connected with various other activities. It is normally one of the most economically viable forms of development and so can usually cross-subsidise affordable housing provision and contribute to wider infrastructure delivery. It is a form of economic activity in its own right as well as being able to provide the right types of residential accommodation to support business growth. New home occupiers tend to purchase many new goods to furnish, decorate and equip their dwellings.
18. Since 2003, the theoretical start date of the North West RSS, rates of house building across Central Lancashire have fluctuated from year to year and between Districts but the general pattern is as follows:
  - a. Between 2003 and 2006 house building rates for Central Lancashire as a whole (average 1582 per year) and in all but one District in one year exceeded RSS levels, it was at a time of a rising housing market
  - b. Then between 2006 and 2009 there was a period of housing policy restraint and overall completions fell (except in Preston) below RSS levels averaging 1107 per annum across the whole area, the housing market peaked during this period
  - c. In the most recent year the overall number of completions was 616 but Chorley exceeded its target, the housing market was generally at a low ebb
  - d. Ignoring the most recent year as being exceptional, the average annual completions for Central Lancashire as a whole were 1345 compared to the RSS target of 1341

### **DEVELOPMENT IN RESIDENTIAL CURTILAGES**

19. So called 'garden grabbing' has become a particular feature of established residential areas in South Ribble and Chorley with mixed outcomes for development proposals at appeal. The Core Strategy seeks to control this form of development through design and density policies. The government has now changed national planning policy for housing to remove the normal minimum density requirement of 30 dwellings to the hectare and reclassified gardens as greenfield instead of brownfield land. It is not clear whether other controls will be brought in intended to restrict this form of development.

**A WAY FORWARD**

- 20. Although the government is aiming to rapidly change planning powers it is not yet clear just how long this might take and, without Ministerial/CLG guidance, what work local councils will need to do in respect of LDF preparation. In short future changes to housing and planning powers could necessitate changes to the Core Strategy but we do not yet know what detailed alterations may be needed and so no possible amendments can be prepared at the present time. Clearly much work to date has gone into producing the Central Lancashire Core Strategy and most of its content is not directly or solely dependent on the RSS or a change in approach on garden grabbing. Site Allocations work is at a much earlier stage where decisions do not need to be made on the amount of new housing but at a later stage these documents would help direct developers' attention from unallocated garden land to appropriate identified sites.
- 21. The Core Strategy has a stepped path to final adoption. The publication stage is next with a 6 week deposit period for representations. This is followed by the document's submission to government, the public target date for this is September. Thereafter the examination stage would start, presided over by an Inspector; a period that could take about 6 months. The Councils have discretion over when to publish and submit the Core Strategy. It could also be withdrawn later in the process although at that stage (examination) there would be potentially abortive costs incurred – Planning Inspectorate's fees and Programme Officer staff costs.
- 22. It is likely that there will be more information and guidance emerging from government (this has been promised soon) which will help the Councils decide in what form the Core Strategy should go through to examination. Members will be kept informed and additional meetings can be arranged so that a decision can be taken whether or not to proceed to the next stage. The publication version of the Core Strategy could have a reference in it to this possibility citing the government's intentions to make changes to housing and planning powers.
- 23. In terms of Site Allocations, although the first stage of producing LDF documents has yet to be reached it is coming up to 3 years since the call for site suggestions was started. The first document preparation stage is engaging on issues and options; committing to allocating sites to meet prescribed land requirements comes later after a further interim, preferred options, stage. Bearing in mind that most of the land allocated for development in the authorities' Local Plans has been implemented there is a potential policy vacuum arising and the prospect of more planning applications being submitted as the recession eases. Therefore the Site Allocations process could commence, but halted later if necessary.

**There are no Background Papers to this report**

Report Author	Tel	Email	Doc ID
Julian Jackson	01772 536774	<a href="mailto:Julian.jackson@lancashire.gov.uk">Julian.jackson@lancashire.gov.uk</a>	JAC Report – Progressing the LDF

## Appendix 1

**TEXT OF LETTER FROM SECRETARY OF STATE FOR COMMUNITIES AND LOCAL GOVERNMENT TO LOCAL AUTHORITY CHIEF PLANNERS DATED 27<sup>th</sup> MAY 2010**

*I am writing to you today to highlight our commitment in the coalition agreements where we very clearly set out our intention to rapidly abolish Regional Strategies and return decision making powers on housing and planning to local councils. Consequently, decisions on housing supply (including the provision of travellers sites) will rest with Local Planning Authorities without the framework of regional numbers and plans.*

*I will make a formal announcement on this matter soon. However, I expect Local Planning Authorities and the Planning Inspectorate to have regard to this letter as a material planning consideration in any decisions they are currently taking.*

This page is intentionally left blank



Report of	Meeting	Date
LDF Joint Officer Team	Central Lancashire LDF Joint Advisory Committee	23 June 2010

## **CENTRAL LANCASHIRE RETAIL AND LEISURE REVIEW**

### **PURPOSE OF REPORT**

1. To outline the approach taken and the main findings of the research.

### **RECOMMENDATION(S)**

2. That the report be noted.

### **EXECUTIVE SUMMARY OF REPORT**

3. The review pulls together a consistent approach to retail and leisure matters across Central Lancashire. It combines on-street and telephone surveys with centre healthcheck, retail capacity and leisure development prospects. It demonstrates where there are quantitative and qualitative opportunities for additional provision taking account of existing planning permissions and other planned developments. This is all brought together into a proposed retail centre hierarchy for guiding the location of proposals through the Core Strategy with more detailed area boundaries for LDF Site Allocations work.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

4. So that Members are fully aware of the research in relation to LDF preparation.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. None.

### **BACKGROUND**

6. Prior to this latest research, retail and leisure studies had been done at separate times by different consultants. A review by consultants of the separate evidence bases concluded that only a sub-regional household survey exercise commissioned by Preston City Council (2007) was sufficiently up to date and covered an appropriate catchment area to be adapted and reused for a composite retail and leisure review across Central Lancashire. The brief of the study can be summarised as:

- To understand the shopping and leisure behaviour of local residents living within and adjacent to the Central Lancashire area and to identify convenience and comparison goods expenditure patterns.
- To undertake a healthcheck assessment of the principal centres within Central Lancashire.
- To assess the future quantitative capacity and qualitative need for new retail and leisure provision through to 2026.
- To provide strategic advice on the overall future retail need and confirm an appropriate forward development strategy to be taken forward by the through the Core Strategy and wider LDF process including a hierarchy of the centres and reviewing centre boundaries.

## APPROACH TAKEN

7. The study was informed by two independent data gathering exercises:
  - A total of 700 on-street face to face shopper surveys of visitors in the three principal centres (Preston – 300 surveys, Chorley and Leyland – 150 each) plus the Deepdale and Capitol Centre retail parks (50 surveys in each) were completed in February 2010 covering:
    - The profile of visitors and shoppers to the respective centres.
    - The strengths and weaknesses of the respective centres in terms of the existing retail offer, wider facilities and town centre environment.
    - Patterns of usage for the centre (i.e. frequency of visits, modal split, dwell times).
    - Suggested qualitative improvements which would persuade shoppers to visit or stay in the centre more frequently.
  - A catchment-wide telephone survey of 1,600 households was completed in 2007. The survey area covered the wider sub-region, extending from the Fylde coast to Ribble Valley, Blackburn and part of Hyndburn, all of Central Lancashire and part of West Lancashire. The survey has been adapted for the review and 18 sub zones have been defined in order to identify the market share performance of the principal centres and individual foodstores across Central Lancashire.
8. A healthcheck assessment was done in line with PPS4 national planning policy comparing the performance of centres against local and regional data on:
  - Diversity and proportions of floorspace uses
  - Quantum of edge of centre and out of centre uses
  - Existing range of retailers represented and those seeking space
  - Retail unit rent levels as an indication of the perceived strength of the centres
  - Property commercial yields as an indicator of investor confidence
  - Comparative ranking of the centres based on national multiple representation
  - Accessibility by transport modes and car parking availability
  - Customer and residents behaviour (from the above mentioned surveys)
  - Perceptions of safety – a subjective assessment but based on reported crime levels
  - Quality of the public realm
9. The review work also included a quantitative capacity modelling exercise of the principal centres in Central Lancashire, taking account of their current and likely future retail performance and market shares in respect of convenience, comparison (non-food) and bulky durable goods.
10. In addition to the main centres, on-site surveys were completed for the existing network of district and main local centres in Central Lancashire. The surveys identified the floorspace composition of the centres and recommendations have been made on appropriate boundaries for development management purposes.



11. In respect of leisure uses the study considers the cinema, bingo, health and fitness and evening economy uses in terms of existing facilities and future provision.

## **MAIN FINDINGS**

### **Centre Characteristics**

12. Leyland town centre was found to have the following features –
- High proportion of convenience (food) floorspace
  - Perform a significant service function
  - Lower than the regional average of vacant units
  - Very few national multiples represented but with some expressed demand from additional such retailers
  - Slight rise in rental levels since 2004
  - Good transport accessibility
  - Few reported crimes
  - Elongated poorly connected centre with main road barriers to pedestrian movement
  - Lack of modern retail units
  - Need for public realm investment
13. Chorley town centre is characterised as having –
- Focus on comparison (non-food) floorspace with a strong offer
  - Excellent transport accessibility
  - Expanding service sector
  - Fewer vacant units than in 2005
  - Several national multiple retailers represented and expressed demand for more but not including key high street fashion stores
  - Little rise in rental levels since 2004
  - Significant number of reported crimes but an initiative aimed at tackling this situation
  - Recent investment in the public realm but more attention needed at the southern end of Market Street
14. Preston city centre is reported as exhibiting -
- Lower than regional average proportion of convenience floorspace
  - Slight fall in comparison floorspace and significant rise in service provision
  - Rise in vacant units since 2004
  - Well represented with national multiples put missing some top names
  - Expressed demand from additional fashion multiples as well as food and drink operators
  - Slight rise in rental levels since 2004
  - High but reducing national ranking (probably because of relative improvement of other centres)
  - High transport accessibility
  - High level of reported crimes
  - Attractive pockets of public realm but overall physical environment is disjointed with additional investment needed

### **Shopper Perceptions – from on-street survey**

15. Preston
- Main purpose of visit was non-food shopping

- Levels of spend per person low in view of higher order retail offer
- Time spent on visit quite high
- Once a week visits were most prevalent, but more frequent visits also quite common
- Main alternative shopping destinations were Manchester (32%), Trafford Centre (18%) and Liverpool (14%)
- 45% of respondents never visit Preston city centre in evening
- Main suggested improvements were need for larger retailers and cleaner streets
- Main like was good range of shops, main dislike was poor condition of shopping streets

#### 16. Leyland

- Main purpose of visit was food shopping
- Low level of average spend
- Most respondents stayed less than 30 minutes
- Quite high number of frequent visits
- Main alternative shopping destinations were Preston city centre (75%), Chorley (27%) and Manchester (12%)
- 61% of respondents never visit Leyland town centre in the evening
- Main suggested quality improvements were need to attract larger retailers and improve range of independent/specialist shops
- Main like was accessibility of centre, main dislike was poor range of shops

#### 17. Chorley

- Main purpose of visit split between food and non-food including visiting the market
- Quite high average spend
- Most respondents stayed from 1-2 hours
- Once a week visits most common
- Main alternative shopping destinations were Preston city centre (70%), Wigan (28%) and Manchester (19%)
- 58% of respondents never visit Chorley town centre in the evening
- Main suggested improvements were need to attract larger retailers and improve range of independent/specialist shops
- Main like was accessibility of centre, main dislike was poor range of shops

18. In terms of shoppers surveyed in the Deepdale and Capitol Centre retail parks respondents were mainly there to buy non-food goods, typically went once a month, main likes were convenience to home, choice of shops and free parking. There were very high levels of visitor satisfaction with the main dislikes being not enough car parking and problems with traffic congestion.

### **Retail Capacity**

19. The household survey covered convenience goods (main food and top up shopping), comparison and bulky goods expenditure as well as main leisure activities. The quantitative capacity assessment draws upon the results of the household survey to understand existing shopping patterns and to model existing flows of available expenditure to the main retail destinations in Central Lancashire. Having established the baseline position, the quantitative capacity modelling exercise goes on to establish the performance of the principal centres and their key anchor stores.
20. Relevant deductions have been made within the quantitative assessment for population and associated expenditure growth, expenditure that is not available to stores (i.e. internet and mail order) and improvements in the sales efficiency of existing retail

floorspace within the principal centres. The capacity assessment is projected forward to 2026 to accord with the Joint Core Strategy timescales. Given the recent recession and uncertainties about future expenditure levels, relatively cautious long term expenditure figures / trends have been assumed in the assessment.

### **CONVENIENCE RETAILING**

21. People tend to travel less distance for convenience than comparison (non-food) shopping. Food retailing is made up of a number of types of shops from larger superstores to smaller discount and independent operators. There are two types of convenience shopping; main food (bulk) shopping is usually undertaken on a weekly basis at principally supermarkets and superstores whilst top-up (daily) shopping for everyday provisions is usually undertaken at local shops near to a place of work or residence.
22. In calculating forward capacity for new convenience floorspace, the review presents two scenarios namely a large retailer capacity and a medium sized capacity. The larger retailer capacity directly relates to the mainstream operators comprising Asda, Morrison's, Sainsbury's and Tesco which are more efficient at handling sales volumes and therefore achieve higher turnover rates per square metre of floorspace (sales density). The medium sized retailers are defined as Co-Op and discount operators such as Aldi and Netto which achieve a lower sales density.
23. In calculating future quantitative capacity, in addition to needs generated by forward population and expenditure growth, the overtrading of existing stores can provide additional needs for new provision. Overtrading is calculated on a quantitative basis (i.e. survey-based trading performance relative to expected company 'benchmark' performance) and also physical basis (i.e. store congestion at checkout, accesses and car parks).

#### ***Chorley***

24. The capacity assessment for Chorley identifies:
  - A convenience expenditure pot of £128.5 million in 2010 rising to £163.5m by 2026 (£35 million growth over Core Strategy period).
  - Most local residents within the defined Chorley catchment undertake their main food shopping at either the Morrison's in Chorley (35%), the out-of-centre Tesco (31%) or Asda Clayton Green (6%); all three stores draw in trade from nearby adjoining areas.
  - In terms of top-up food shopping, local shops within Chorley town centre retain 23% of existing expenditure. The larger foodstores perform less well with Tesco store at Foxhole securing 17%, Morrison's 14% and Asda Clayton Green 2.6%.
  - Smaller local centres perform a more notable role for top-up shopping (Eccleston 6.4%, Coppull 2.6% etc.).
  - The quantitative exercise identifies that the Morrison's store in Chorley is significantly overtrading relative to its expected company benchmark performance.
  - Taking account of the permitted but not yet built Tesco store at Buckshaw Village, the apparent capacity for additional convenience floorspace is limited but once the over-trading at Morrison's is allowed, the consultants conclude there is scope for a new large mainstream foodstore in Chorley town centre to enhance competition and choice for local residents.

**Preston**

25. The review work reveals the following capacity findings:
- A total convenience expenditure pot of £282.7m in 2010 rising to £351.1m by 2026 from the four areas that make up the Preston catchment (two inner urban areas and two rural catchments which extend northwards beyond the built-up area)
  - The large out-of-centre foodstores in Preston dominate local residents spending, drawing 65% and 77% market shares from the two inner urban catchments.
  - The survey exercise identifies that:
    - Asda Fulwood secures a £80.4 million turnover (£32.6 million above its expected company benchmark)
    - Morrison's Mariners Way secures a £76.3 million turnover (£38.9 million above its expected company benchmark)
    - Sainsbury's Deepdale secures a £37.5 million turnover (£6 million above its expected company benchmark)
  - The city centre performs only a small role in capturing convenience expenditure.
  - Local centres such as Sharoe Green perform minor main food but notable top-up shopping roles.
  - For the future, proposed new foodstores at Queens retail park and Cottam should alleviate the existing over-trading conditions at the other mainstream foodstores and provide increased choice and competition for local residents.

**South Ribble**

26. The convenience shopping assessment for South Ribble is split into two catchment zones reflecting the discrete catchments that Bamber Bridge and Leyland serve.

**Bamber Bridge**

- A convenience expenditure pot of £65.1 million in 2010 rising to £84.9m by 2026
- Most of the main food shopping (28%) is done at the out-of-centre Sainsbury's store at Cuerden. The store also draws trade from nearby adjoining areas.
- The in-centre Somerfield store only captures about 6% of the local catchment convenience expenditure
- Food spending flows out of the catchment mainly to Asda Clayton Green and the Tesco in Leyland
- The Sainsbury and Somerfield stores are trading close to company benchmark levels. The consultants however consider that there would be positive qualitative benefits arising from the provision of a new mainstream foodstore in Bamber Bridge to draw local residents back into the centre and provide effective competition to the out-of-centre Sainsbury's store.

**Leyland**

- A convenience expenditure pot of £98.7 million in 2010 rising to £129m by 2026
- Most of the main food shopping is done at the Tesco Extra store (48%) in the town centre followed by Morrison's at Olympian Way. The two stores also draw in trade from nearby adjoining areas.
- The Tesco store is slightly over-trading whilst the Morrison's is performing to expected benchmark levels.
- Given the existing depth of convenience provision within the town centre (mainstream stores and discount operators, there is no need for additional provision through the Core Strategy.

**COMPARISON RETAILING**

27. In contrast to convenience shopping patterns which tend to be more localised, comparison shopping is destination-based with shoppers prepared to travel further to undertake shopping for clothes and fashion goods. Shopping patterns are therefore more mobile and less restricted to a local catchment or a particular centre. The increased mobility in spending has partially led to the decline in the performance of smaller centres in the retail hierarchy; national high street retailers have tended to concentrate within larger centres.

***Chorley***

- In terms of comparison retailing the 2010 expenditure pot is £176.1m
- At present Chorley town centre retains over 49% of comparison expenditure arising in its immediate catchment. The town also performs a wider sub-regional role, drawing inflows from nearby adjoining catchments.
- There are substantial outflows of expenditure from Chorley to Preston (11%) and Bolton (8.3%). The Middlebrook retail park at Horwich is a significant draw for bulky durable goods
- Taking account of existing permissions, the forward capacity for 2026 in terms of additional comparison floorspace is nearly 30,000 (gross) square metres equivalent to a 50% increase in Chorley town centre's overall floorspace
- The main qualitative improvement would need to be in the fashion/clothing offer in order to enable Chorley to effectively compete with larger centres and retain more locally-arising expenditure.

***Preston***

- In terms of comparison retailing the 2010 expenditure pot is £385.8m
- At present Preston city centre retains 54% and 43% of available comparison expenditure arising within its two urban catchment zones (Eastern and Western).
- The city centre also draws in c. £148m of expenditure from the wider sub-region (Fylde Coast, Wyre Valley, Central Lancashire etc.).
- Deepdale retail park captures 21% of expenditure and has particularly notable market share performances for clothing, recreational goods and major household appliances; the retail park provides strong competition to the city centre.
- Taking account of existing permissions the forward floorspace capacity for 2026 in is over 110,000 (gross) square metres equivalent to a 55% increase in the city centre's overall floorspace
- This capacity assessment does not rely on any market share uplift from competing centres and the additional floorspace is comparable to the scale of the current Tithebarn scheme
- The main qualitative improvements needed are a department store and additional modern retail units. The city centre needs to also improve its clothing and fashion offer in qualitative terms to enable it to clawback expenditure which is presently flowing to the out-of-centre Deepdale Shopping Park and Capitol Centre.

***South Ribble***

- In terms of comparison retailing the 2010 expenditure pot for Leyland is £134.2m
- At present Leyland town centre only retains about 11% of comparison expenditure arising in the local catchment, of the remainder, most outflow is to Preston city centre
- The Capitol Centre captures over 13% of the Leyland catchment comparison expenditure (plus 16% of that arising in Bamber Bridge as well as significant inflows from Preston's sub-catchment areas).
- The forward capacity in Leyland (borough-wide) for 2026 in terms of additional comparison floorspace is nearly 5,000 (gross) square metres equivalent to a 12%

increase in the town centre's overall floorspace. The prospects of securing the mainstream comparison retailers required to deliver a significant enhancement in its market share performance is however limited given its proximity to the higher order offer within the Capitol Centre and Preston City Centre.

- The main qualitative improvement would need to be in the public realm enhancements of the type identified in the Town Centre Masterplan

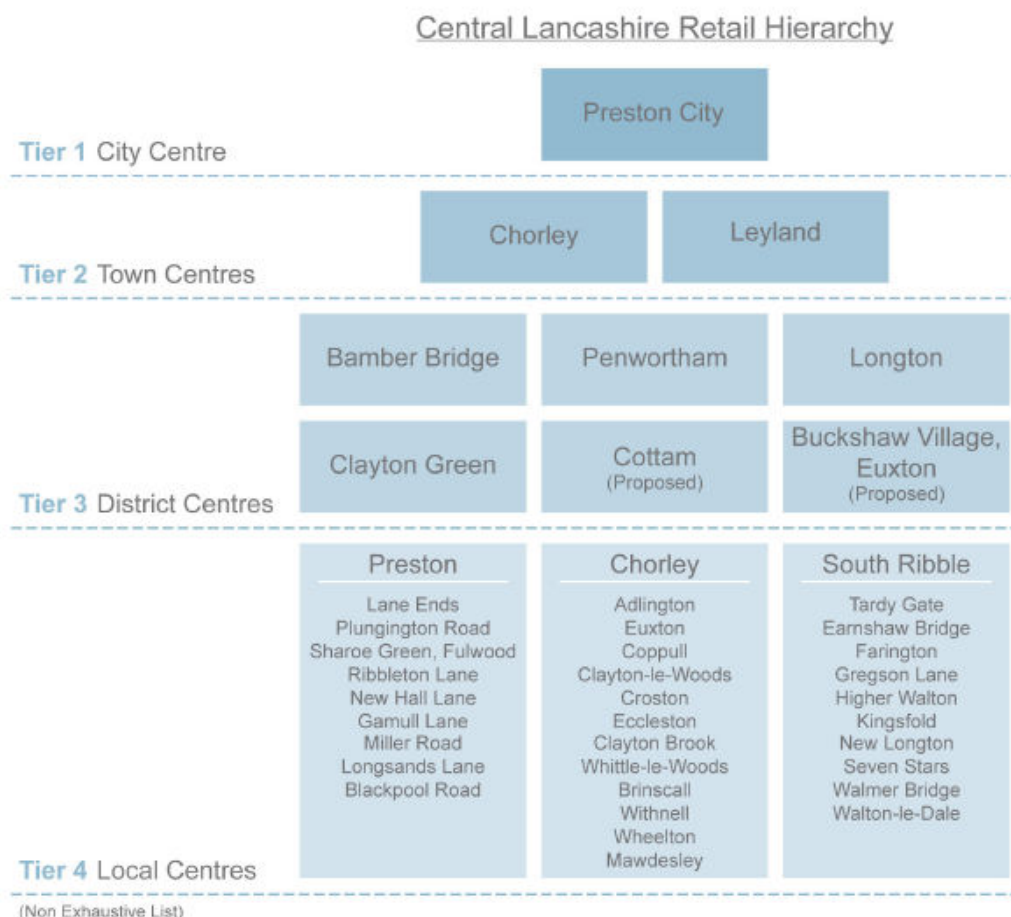
## LEISURE ASSESSMENT

28. Like retailing the leisure industry generally, has been hit hard by the economic recession and the ban on smoking, bingo has also been suffered from on-line gambling, whilst restaurants and bars have been adversely affected by competition from supermarkets and changes in licensing legislation. The UK average spend on leisure activities is £1,225 per person per year.
29. The particular findings for **Leyland** (Bamber Bridge in brackets):
- Average spend on leisure activities below the UK average at £1,109 (£1,108)
  - 45% of local residents regularly visit the cinema of whom over 52% (63%) visit Vue at the Capitol Centre
  - Given the existing provision and that planned in the Tithebarn scheme and the limited catchments the prospects for an additional cinema are limited
  - 20% of Leyland residents (23% Bamber Bridge) regularly visit health and fitness facilities, Virgin Active at the Capitol Centre being the most popular
  - Given existing public and private leisure centres there is no over-riding need for additional gym provision
  - 11% (16%) of local residents regularly play bingo in local clubs but given existing difficulties facing this sector there is no need to plan for new provision through the LDF
  - 72% of Leyland residents (57%) regularly visit restaurants, most popular are those in Preston city centre
  - 54% of local residents regularly go out to drink in pubs/nightclubs, most go to Leyland town centre (Bamber Bridge 52% most to Preston city centre)
  - Review recommends the Leyland and Bamber Bridge in centre evening economies should be diversified towards more family orientated establishments to increase dwell times and linked trips
30. The situation in **Preston** (averaging the Central West and East sub-catchments) is:
- Average spend on leisure activities below the UK average at £1,069
  - 50% of local residents regularly visit the cinema, the Riversway Odeon is the most popular followed by Vue at the Capitol Centre
  - The lack of provision in the city centre undermines its role as a sub-regional centre that planned in the Tithebarn scheme would remedy this
  - 22% of central Preston residents regularly visit health and fitness facilities, the public leisure centres at Westview and Fulwood are the most popular
  - Given modern public leisure centres and the limited patronage of private facilities by local residents there is no over-riding need for additional gym provision
  - 9% of local residents regularly play bingo in local clubs but given existing difficulties facing this sector there is no need to plan for new provision through the LDF
  - 66% of central Preston residents regularly visit restaurants, most popular are those in Preston city centre
  - Review finds that the city centre evening economy lacks depth with several national chain operators not represented, however the Tithebarn scheme provides an opportunity address this
31. In respect of **Chorley** the main findings are:

- Average spend on leisure activities below the UK average at £1,133
- 47% of local residents regularly visit the cinema of whom nearly 49% visit Vue at Middlebrook, less than 9% visit Preston
- Although town could support a cinema there are limited prospects of new provision here because of competition from existing facilities
- 19% of Chorley residents regularly visit health and fitness facilities, David Lloyd (Next Generation) being the most popular
- Given existing public and private leisure centres there is no over-riding need for additional gym provision
- 14% of local residents regularly play bingo in local clubs but given existing difficulties facing this sector there is no need to plan for new provision through the LDF
- 71% of Chorley residents regularly visit restaurants, mainly in the town centre
- 48% of local residents regularly go out to drink in pubs/nightclubs, the majority go to Chorley town centre
- Review recommends the town centre evening economy should be actively managed and diversified towards more family orientated establishments to increase dwell times

**Centre Hierarchy**

32. The review recommends a hierarchy of retail centres for inclusion in the Central Lancashire Core Strategy. It is based on PPS4 criteria and the healthcheck and quantitative capacity assessments. The hierarchy definition also has regard to the size of the respective centres, overall shopping and service offers and the number of national multiple retailers represented. The purpose of having a hierarchy is to direct future retail and leisure proposals to appropriately sized and located centres. A four tier hierarchy is proposed (see below); it should be noted that the list of local centres is not exhaustive.



**Centre Boundaries and Frontages**

33. The consultants have also reviewed the composition of uses in district and larger local centres. They have gone on to recommend boundary changes for some of these and have also suggested changes to the town and city centre boundaries as well as primary and secondary frontage proposals. Confirming the extent of these carefully defined areas (in the Site Allocations development plan documents) will help ensure the effective use of policies which encourage and control the location of retail and leisure uses to best effect.

<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Central Lancashire Retail and Leisure Review	March 2010	-	Lancastria House, Preston Civic Offices, Leyland Union Street Offices, Chorley County Hall, Preston

<b>Report Author</b>	<b>Tel</b>	<b>Email</b>	<b>Doc ID</b>
Julian Jackson	01772 536774	<a href="mailto:Julian.jackson@lancashire.gov.uk">Julian.jackson@lancashire.gov.uk</a>	JAC Report – June 10 – Retail and Leisure Review





Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	23 June 2010

## **OPEN SPACE, SPORT AND RECREATION REVIEW**

### **PURPOSE OF REPORT**

1. To advise members of the Joint Advisory Committee on work undertaken to provide consistent standards across Central Lancashire relating to open space and related provision.

### **RECOMMENDATION(S)**

2. Members are recommended to note the report

### **EXECUTIVE SUMMARY OF REPORT**

3. As the Central Lancashire authorities move forward in preparing Local Development Framework documents, there is a need to ensure a strategic and consistent assessment of Open Space, Sport and Recreation provision. Previous studies that have already been undertaken follow slightly different approaches, delivering different outcomes and recommendations. Consultants PMPgenesis, who have expertise in this area of activity, have, therefore, been commissioned to carry out a review of existing provision and make recommendations on how standards can be applied consistently across the authorities.

### **REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

4. To ensure members are aware of these matters

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

5. None

**BACKGROUND**

6. Local Planning Authorities are required under Planning Policy Guidance Note 17, Sport and Recreation, published in 2002 to undertake robust assessments of the existing and future needs of their communities for open space, sports and recreation facilities. Such assessments should include qualitative, quantitative and accessibility elements. Authorities are also required to set appropriate standards for each type of recognised open space within identified travel distance of residential areas in particular.
7. Broadly, the Central Lancashire authorities have complied with the requirement of PPG17. Assessments have been carried out on all three district councils over the last four years. The assessments have, however, been carried out by different consultants using slightly different methodologies. The result is that standards do vary slightly within Central Lancashire between the three local authority areas. Whilst this is not a strategic issue, variations in standards do have the potential to cause confusion as the three authorities move towards collaborative working on more specific site allocations planning documents, which will have to be in conformity with the joint Core Strategy. In practice it is also apparent that the methodologies used in these studies are very complex and applying them has been difficult for developers, and in some instances planning inspectors, to understand. This is a particularly important issue at a local level as provision of adequate open space and other recreation facilities, and this maintenance is frequently an issue considered as part of any planning obligations (S106 developer contributions) negotiated in connection with development, particularly of new housing.
8. Consultants PMPgenesis have therefore been commissioned to carry out a review of the standards as they exist at present and to recommend consistent standards that can be applied across the three authorities.
9. The review uses the existing studies complemented by any more up date audits of provision and assessments of needs. It has four main aims;
  - Carry out a comprehensive review of the current and future needs and opportunities for different types of open space, recreational and sporting facilities;
  - Protect existing facilities from the loss to other forms of development unless it can be shown that they are genuinely surplus to requirements;
  - Produce pro-active strategies for the development and enhancement of new facilities.
  - Establish appropriate local standards and develop appropriate joint strategy and policies for inclusion in the LDF. This will include establishing an effective strategy for the delivery of accessible, high quality green spaces, civic spaces and sport and recreation facilities to meet the needs of local residents, workers and visitors to Central Lancashire area.
10. The main objectives of the review are to:
  - Identify Central Lancashire's local needs
  - Summarise Central Lancashire's existing local provision
  - Set provision standards
  - Apply the provision standards

- Identify strategic options and policies

11. The review covers all forms of open space, recreational and sporting facilities that are referred to in PPG17 including the following forms of open space;

- Parks and gardens;
- Natural and semi natural greenspaces;
- Green Corridors;
- Outdoor sporting facilities – including pitch sports, tennis, bowls and countryside sports;
- Amenity Greenspace;
- Provision for children and young people, such as equipped play areas and skateboard areas;
- Allotments, and community gardens;
- Cemeteries;
- Civic areas which are designed specifically for pedestrians.

It also covers all forms of formal sporting and recreational facility (both indoor and outdoor) and all types of provision, whether or not it is available for use by the general public, or by private clubs/organisations.

12. The required outcomes of the Study are to:

- Carry out a comprehensive review of the existing Open Space, Sport and Recreation Studies for the provision of different types of greenspace, sporting and recreational facilities in terms of quantity, quality, accessibility and wider value to the community;
- Identify local needs and recommend standards of provision for all types of green space, sporting and recreational facilities (including indoor and outdoor facilities - both public and private) in accordance with PPG17;
- Assess the effectiveness of existing policies on open space and recreation contained in the adopted Local Plan and Supplementary Planning Guidance within each district.
- Identify shortfalls of either open space or specific facilities within the Central Lancashire area and suggest where and how these may be delivered to address the deficit, with costings.
- Identify redundant areas of open space and utilisation of the disposal proceeds to invest in other areas in need of improvement.
- Develop a strategic approach to the delivery of new open spaces and protection of existing, including suggested policies, for inclusion in the emerging Local

Development Framework, including identification of key sites and facilities for protection.

- Develop new local standards based on the provision of open space, sport and recreational facilities within the Central Lancashire Region in terms of quantity, quality and accessibility of facilities for inclusion in the LDF as required by PPG17.
- Identify external sources of funding, the Councils could realistically utilise in conjunction with developer contributions to maximise any identified works.

13. The consultants have to date reviewed the existing studies and local needs assessments and have produced standards for each of the kinds of provision identified above. The standards set out the quantity of each kind of provision, taking into account the quantity and quality of existing provision that will be required within specified distances of any potential development in accordance with national guidance. The consultants are now mapping that provision to identify gaps and where further provision will be required in connection with new development. This will in due course advise site allocations as these documents are brought forward.

There are no background papers to this report.

---

Report Author	Tel	Email	Doc ID
Mike Molyneux	01772 906703	<a href="mailto:m.molyneux@preston.gov.uk">m.molyneux@preston.gov.uk</a>	JAC Report June 10 Open Space Sport and Recreation Review



Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	23 June 2010

## **INFRASTRUCTURE DELIVERY SCHEDULE**

### **PURPOSE OF REPORT**

1. To inform Members of the Infrastructure Delivery Schedule.

### **RECOMMENDATION(S)**

2. For Members to endorse the approach in producing the Schedule.

### **EXECUTIVE SUMMARY OF REPORT**

3. The Infrastructure Delivery Schedule aims to identify the essential strategic infrastructure required to deliver the Publication Core Strategy Strategic Sites and Locations as well as the broader distribution and quantity of residential and employment development. The draft Schedule represents work in progress but will be essential supporting material for the Inspector's examination of the Core Strategy.
4. It has been difficult to reach a clear understanding with the various infrastructure providers and now with the prospect of public sector financial cuts it is far less certain what resources will be available from national funding sources. This will place a greater reliance on developers to fund infrastructure. The Core Strategy proposes a levy/tariff type approach to securing developer contributions for infrastructure to make up for funding shortfalls that are not able to be met directly by infrastructure providers or by other means. Further work will need to be done to fully assess the economic viability of levy/tariff levels for different types of development once it is clear how local authorities can introduce such a mechanism.

### **REASONS FOR RECOMMENDATION(S)**

#### **(If the recommendations are accepted)**

5. To make members aware of the proposed Infrastructure Delivery Schedule.

### **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. None

**BACKGROUND**

7. Infrastructure planning is essential in achieving an appropriately spatially located and well planned approach to new development and is a key aspect of the Core Strategy.
8. A schedule has been produced which lists the key infrastructure requirements over the next 15 years related to delivering the Central Lancashire Core Strategy. The attached draft Schedule covers strategic infrastructure requirements across Central Lancashire and specifically the Strategic Sites and Locations identified in the Core Strategy are; Buckshaw Village, British Aerospace Samlesbury, Lancashire Central (Cuerden), Central Preston and North West Preston. It is an essential supporting document for the forthcoming examination of the Core Strategy and defining where infrastructure projects will be relate on the ground is a role for the Site Allocations work.
9. The Schedule identifies the approximate likely cost, timescales and sources of the essential infrastructure required. Any shortfall deficits in funding required for these projects are identified so that ultimately an infrastructure levy/tariff type to developer contributions can be informed under such an approach. Developers would be required to contribute towards strategic and local infrastructure requirements. These contributions would be over and above present developer contributions required in terms of on-site obligations.
10. The Schedule takes account of existing spare capacity and underlying demand trends before considering additional development demand needs. The Schedule has been completed following extensive liaison with the infrastructure providers. Such agencies are not used to considering infrastructure provision in spatial terms nor looking ahead more than just a few years.
11. Large new developments can place significant impacts on existing infrastructure capacities and often require new infrastructure provision. The cost of which was in the past often put on the infrastructure providers and developer contributions went little way towards meeting these costs. A levy/tariff approach would change this and place more funding responsibilities on developers rather than the infrastructure providers. The latter are generally public sector agencies facing increasingly restricted funding.
12. There are many types of infrastructure but only the essential strategic infrastructure requirements are identified in the tables of the Schedule. This infrastructure includes:

**Transport**

Funding is normally secured by the District Councils, Lancashire County Council, Highways Agency (HA) and Network Rail. For large major schemes, regional or national Government funding bids are made, however there is some uncertainty concerning several of these national funding schemes. There has normally been a high degree of dependence on developer contributions on transport schemes ranging from new roads and junctions, traffic control measures to additional bus services. A partial switch to investment in public transport improvements and walking and cycling initiatives is envisaged by the Schedule in line with the sustainable transport proposals in the Core Strategy. Transport scheme funding particularly lends itself to a broadly applied levy or tariff as the projects can have wide scale benefits.

**Education – Primary and Secondary**

The main educational organisation is Lancashire County Council who normally underwrite the costs of new education provision with national funding support although the church authorities contribute 10% of this cost for faith schools. However increasingly developers are being required to contribute monies for capital schemes in line with a nationally set funding formula.

### **Public Utilities**

The main public utilities are water, gas, electricity and telecommunications. The principal companies are United Utilities, National Grid, Transco, Electricity North West, British Telecom and Virgin Media. These are all companies that aim to operate at a profit through charging users for their services and connections thereto however in many instances their programmes of infrastructure provision are subject to approval by national regulators.

### **Health – Primary**

The Central Lancashire Primary Care Trust (PCT) is responsible for commissioning primary health care locally. Improvements to or new health centres can sometimes be funded through the PCT's capital programme; however this funding is limited. Many health centres in Central Lancashire are in need of renovation and some require new premises. There is some dependence on developer contributions for renovation/extensions to existing health centres. For some of the larger housing development sites a new health centre building and the land would need to be provided by developer contributions.

### **Green Infrastructure**

Major Green Infrastructure is usually funded by Lancashire County Council or the District Councils. For most residential development there is usually a requirement imposed by the local planning authority on the developer to provide green space and degree of dependence on developer contributions for on-going maintenance revenue funding this provision. However the Schedule relates to wider strategic Green Infrastructure schemes which in future developers will also be expected to contribute funding towards.

- 13 The following pages show different tables of the Infrastructure Delivery Schedule.

There are no background papers to this report.

<b>Report Author</b>	<b>Tel</b>	<b>Email</b>	<b>Doc ID</b>
Christina Taylor	01772 536776	Christina.taylor@lancashire.gov.uk	JAC Report June 2010 – Infrastructure Delivery Schedule

<b>Infrastructure type</b>	<b>Transport</b> (including public transport, walking, cycling and road improvements)
<b>Provider(s)</b>	Network Rail, Highways Agency, Lancashire County Council
<b>Spatial distribution of spare capacity</b>	Some overcrowding of rail services between Preston and Manchester. Localised problems of traffic congestion in many areas throughout Central Lancashire but particularly getting in and out of Preston which holds up bus services.
<b>Specific provision initiatives</b>	Lancashire Local Transport Plan 3 – in preparation Network Rail – station improvements Community Infrastructure Levy/Growth Point Bus Rapid Transit System – specific bid for government funding envisaged
<b>Underlying demand trend</b>	Also some evidence of a dip due to the recession general increased demand on road usage and for public transport services.
<b>Non-developer funding sources</b>	Various national and regional funds as well as Lancashire County Council's own resources but all are limited and subject to financial reviews and likely cuts.
<b>Developer funding arrangements in place</b>	None, individual negotiations on planning applications.

**REQUIREMENTS – Public Transport**

<b>Justification</b>	<b>Project</b>	<b>Timing</b>	<b>Cost Estimate £m</b>	<b>Potential Funding Sources</b>	<b>Deficit £m</b>
Encourage substantial modal shift away from car to bus rapid transit freeing up road space for traffic that cannot be switched	Bus Rapid Transit Routes for: 'Preston-Tardy Gate-Leyland' and Cottam - Preston and 'Chorley - Bamber Bridge - Preston' (via B6258) - HOV/Bus lanes on A582 corridor serving Penwortham Park and Ride site. Park and Ride at Broughton with bus priority on route to City Centre, Cuerden Interchange with possible Park & Ride. Smartcard integrated ticketing and travel planning programme. Active travel routes linking to key transport hubs.	2012-2018	56	Funding bid to Central Government, Major Scheme Bid or Developers.	56
Encourage substantial model shift away from car to bus rapid transit freeing up road space for traffic that cannot be switched	Preston East to City Centre Bus Rapid Transit	2014 - 2024	12	Developer Contributions	12
Encouraging switch to quick, frequent bus services and reduce road traffic congestion	Park and Ride sites at M6 Jnt31 and Riversway with bus priority routes into City Centre.	2014-2024	12	Developer Contributions	12
Encouraging switch to quick, frequent bus services and reduce road traffic congestion	Capitol Centre Park and Ride - new access road and rapid transit link.	2010-2018	3	Developer Contribution	3



Provide for modal shift and better mobility access	New Preston Bus Station	2013	24	NWDA (£10m) LCC (£7.5m) Tithbarn developer/PCC	6.5
Provide quicker, more frequent trains, reduce overcrowding and better services for local stations	Electrification of Manchester Airport to Preston and Blackpool and also Preston to Liverpool via Wigan with associated dedicated rolling stock	2014-2016	n/a	DfT	?
Reduce travel times and increase mainline rail capacity	High Speed Rail Link to Preston	2026	n/a	DfT	?
Encourage modal shift to rail	Preston Railway Station major scheme	2014-2018	n/a	Uncertainty over funding from DFT National Government Grant/ LTP/Rail/Developer	?
Encourage modal shift to bus	Extra Whittingham Bus Service	2010-2025	0.7	Developer contribution	Nil
Encourage modal shift to bus and between services	Mini interchanges: Royal Preston Hospital	2008-2013	0.1	LTP/Developer	0.1
Enable switch between rail and bus services	Bus interchange Preston Railway Station	2013-2018	0.4	£400,000 from expansion of Fishergate Centre	Nil
Encourage modal shift to rail	Preston Railway Station minor improvements (master plan for major scheme needs to be done first before the smaller developments will work)	2013	1.5	LTP/Rail/ Developer	Nil
Encourage modal shift to bus and between services	Leyland Transport Hub	2010-2015	0.5	Developer Contributions	0.5
Encourage modal shift to rail	Leyland Railway Station minor improvements to expand Park and Ride	2010-2015	£1.5	Network Rail (NSIP2 secured £0.35m)	1.5
Encourage model shift to rail	New Buckshaw Railway Station	2011	7	Developer Contributions/Cif 2	Nil
Encourage model shift to rail	New Coppull Railway Station	2014-2024	8	Developer Contributions	8

Encourage modal shift to rail	Midge Hall - new railway station	2018-2028	£2	Developer Contributions	2
Encourage modal shift to bus and between services	Mini interchange: Clayton Green, Asda	2010-2015	0.2	LTP/Developer	0.2
Encourage modal shift to rail	Railway Station Car Park at Adlington (25 spaces)	2012-2015	0.75	Developer Contributions	0.75
Encourage model shift to rail	Chorley Railway Station car parking - Friday St (110 spaces)	2012-2015	0.8	Developer Contributions	0.8

**REQUIREMENTS – Cycle Schemes -PRESTON**

Justification	Project	Timing	Cost Estimate £m	Potential Funding Sources	Deficit £m
Encourage sustainable transport and healthy lifestyles.	Preston Guild Wheel - proposed 21km multi user path around Preston, basic scheme costing £2m, enhanced scheme with ecological improvements, interpretation etc could cost up to £4m	2010-2012	2-4m (1.5m already secured by LCC; 0.8m PCT; Booths 0.02m; Private sponsorship 0.05m; Grant (for school links) 0.06m and Lancs. Wildlife Trust 0.1m	LCC, PCC, Landfill Tax, Developer Contributions	£0.2m (to complete basic £2m link)
Encourage sustainable transport and healthy lifestyles.	Grimsargh/Haighton/Whittingham/Longridge cycle routes	2009-2010	1.25	Developer Contributions	1.25
Encourage sustainable transport and healthy lifestyles.	Eastway to Ingol cycle route and links to schools	2010-2025	0.4	Developer Contributions	0.4
Encourage sustainable transport and healthy lifestyles.	Cycle routes to link Sharoe Green to City Centre	2010-2025	0.3	Developer Contributions	0.3

Encourage sustainable transport and healthy lifestyles.	Cycle routes around Riversway/Docks/Blackpool Rd (Ashton)	2010-2025	1	Developer Contributions	1
Encourage sustainable transport and healthy lifestyles.	Eaves Valley Greenway Cycle Links to Brockholes	2015-2025	0.35	Developer Contributions	0.35
Encourage sustainable transport and healthy lifestyles.	City Centre cycle routes and to the Capitol Centre	2015-2025	3	Developer Contributions	3
Encourage sustainable transport and healthy lifestyles.	University area cycle links	2010-2025	0.15	Developer Contributions	0.15
Encourage sustainable transport and healthy lifestyles	Extensive cycle network linking North West Preston to schools, services, leisure and Preston City Centre	2025	3	Developer contributions	3
Encourage sustainable transport and healthy lifestyles	Ingol to Preston City Centre	2015-2025	0.3	Developer contributions	0.3
Encourage sustainable transport and healthy lifestyles.	Blackpool Road cycle improvements between Deepdale and Ashton	2010-2025	0.3	Developer Contributions	0.3
Encourage sustainable transport and healthy lifestyles.	Lea to BAE (Warton) along the A548	2010-2025	0.5	Developer Contributions	0.5

**REQUIREMENTS – Cycle Schemes –South Ribble**

<b>Justification</b>	<b>Project</b>	<b>Timing</b>	<b>Cost Estimate £m</b>	<b>Potential Funding Sources</b>	<b>Deficit £m</b>
----------------------	----------------	---------------	-------------------------	----------------------------------	-------------------

Encourage sustainable transport and healthy lifestyles.	Improvements to cycle paths connecting Lostock Hall School, Walton Park, Capitol Centre, Brownedge Rd and Factory Lane to the railway and tram road links into Preston.	2010-2025	1	Developer	1
Encourage sustainable transport and healthy lifestyles.	Cycle links around the Penwortham area.	2010-2025	0.4	Developer	0.4
Encourage sustainable transport and healthy lifestyles.	Improvements to cycle ways around Bamber Bridge and links to Preston	2010-2025	0.4	Developer	0.4
Encourage sustainable transport and healthy lifestyles.	Moss Side to Leyland.	2015-2025	0.1	Developer	0.1
Encourage sustainable transport and healthy lifestyles.	River Lostock corridor (Leyland North) to Lancashire Business Park	2015-2025	0.1	Developer Contributions	0.1
Encourage sustainable transport and healthy lifestyles	Preston to BAE (Samlesbury) along the A59.	2015	0.5	Developer Contributions	0.5

## REQUIREMENTS – Cycle Schemes – Chorley

Justification	Project	Timing	Cost Estimate £m	Potential Funding Sources	Deficit £m
Encourage sustainable transport and healthy lifestyles.	Clayton Le Woods cycling improvements on Lancaster Lane/ Moss Lane/Lydiate Lane and Town Brow to cycle links to Cuerden Valley Park. Including a Toucan crossing of A49 Moss Lane, Lancaster Lane and also on Bryning Brook Bridge	2015-2020	0.2	Developer Contributions	0.2
Encourage sustainable transport and healthy lifestyles.	Whittle-le-Woods to Chorley (A6) with links to old canal and Cuerden Valley Park.	2015-2020	0.5	Developer Contributions	0.5
Encourage sustainable transport and healthy lifestyles.	Canal towpath from Botany to Blackburn	2015-2020	0.	Developer Contributions	0.5
Encourage sustainable transport and healthy lifestyles.	Chorley to Abbey Village old railway	2015-2020	1	Developer Contributions	1
Encourage sustainable transport and healthy lifestyles.	Cycle schemes near Wheelton on the A676	2015-2020	0.125	Developer Contributions	0.125
Encourage sustainable transport and healthy lifestyles.	Chorley North East - Harpers Lane, Railway Rd, Bengal St, Water S, Hollinshead Rd, Union Street and Park Rd.	2015-2020	0.3	Developer Contributions	0.3
Encourage sustainable transport and healthy lifestyles.	Cycle link from Croston, Ulmes Walton to Leyland	2015-2020	0.15	Developer Contributions	0.15
Encourage sustainable transport and healthy lifestyles.	Euxton - Wigan Rd and School Lane cycle path improvements.	2015-2020	1.5	Developer Contributions	1.5
Encourage sustainable transport and healthy lifestyles.	Buckshaw - to Chancery Lane via Alker Lane to Cuerden Valley Park via Dawson Lane, Park Saddle bridge to Runshaw College.	2015-2020	0.6	Developer Contributions	0.6
Encourage sustainable transport and healthy lifestyles.	Chorley East - canal, Eaves Lane, Lyons Lane, Yarrow Gate, to Carr Lane and Myles Standish Way.	2015-2020	0.25	Developer Contributions	0.25
Encourage sustainable transport and healthy lifestyles.	Improvements to cycle links in and around Adlington	2015-2020	0.34	Developer Contributions	0.34
Encourage sustainable transport and healthy lifestyles.	Chorley South to Coppull via Bolton Rd, Pilling Lane, Eaves Green Rd, Lower Burgh Way and Burgh Hall Lane.	2015-2020	0.4	Developer Contributions	0.4
Encourage sustainable transport and healthy lifestyles.	Cycle improvements from Eccleston to Chorley via Back Lane.	2015-2020	0.15	Developer Contributions	0.15

## REQUIREMENTS–Highway Improvements

Justification	Project	Timing	Cost Estimate £m	Potential Funding Sources	Deficit £m
Essential highway works to enable development	Highway improvements to connect Cuerden Regional investment site to national highway network and to housing growth areas and improving the A582.	2015-2020	14	Developer Contributions	14
Essential highway works to enable development	General improvements to Motorway Network access/slip road improvements.	2015-2020	8	Developer Contributions	8
Essential highway works to enable development	Penwortham Bypass - Blue Route (2.3km)	2015-2020	15	Developer Contributions	15
Essential highway works to enable development	Penwortham Bypass - new route- A59 – A582 (1.3km)	2014-2024	7	Developer Contributions	7
Essential highway works to enable development	Cuerden site transport network	2014-2024	5	Developer Contributions	5
Improve environmental conditions in Broughton and reduce delays	Broughton bypass	2012-2014	10	Developer 70.5% LTP 29.5%	Nil
Reduce delays and enable development	M55 J1 Roundabout (Broughton roundabout)	2010	2.5	LTP/growth point	2.5
Enable development	Highway Infrastructure associated with the Tithebarn Development	2012-2018	15	Developer Contributions	15
Maintain free flows of traffic on main radial routes	Upgrade Urban Traffic Management and Control - Preston City Centre	2008-2013	1	LTP/Developer	1
Enable development	Junction 31A Preston East Highway Improvements	2010-2012	4.5	Developer/HCA	4.5
Enable development	Highway alterations at Ringway/Corporation Street to facilitate CBD in Preston	2014-2018	3	Developer	3
Enable development	Puffin Crossing and junction improvements at Church Lane junction	2010 - 2025	0.065	Developer	Nil
Enable development	Highway Improvements on B5269 (Broughton to Longridge)	2010-2025	0.02	Develop	Nil
Reduce Traffic Congestion at busy roundabout.	Single lighting at A6582 junction.	2010-2013	0.42	Sainsbury's Application	Nil
Enable development	Churchill Way Leyland Improvement Scheme	2010-2025	0.25	Developer Contributions	0.25

<b>Infrastructure type</b>	<b>Education</b> – primary and secondary
<b>Provider(s)</b>	Lancashire County Council, church authorities
<b>Spatial distribution of spare capacity</b>	Primary – most of Preston, some in Walton-le-Dale and Leyland & Farington, Chorley Town, Chorley North and limited capacity in Coppull. Secondary –South Ribble ok, limited capacity in Preston and Chorley
<b>Specific provision initiatives</b>	Building Schools for the Future – national programme for improving buildings – no set programme or timing, funding not confirmed Primary Capital Programme – as with BSF East Preston Schools Review – currently reviewing future patterns of provision Vocational training for 14 - 19 Year olds, national funding to be matched by schools/private sector
<b>Underlying demand trend</b>	Primary – increasing demand through rising birth rate Secondary – falling numbers for a few years before picking up from primary growth and increased compulsory learning to 17yrs by 2013 and 18yrs by 2015
<b>Non-developer funding sources</b>	National government derived funding 10% top funding from church authorities for denominational schools
<b>Developer funding arrangements in place</b>	Standard formulae with government provision costs meets about half to two thirds of actual cost Primary – 0.35 children per dwelling x £11,031 per school place Secondary – 0.25 children per dwelling x £16, 622 per school place

**Requirements Schedule**

<b>Project</b>	<b>Timing</b>	<b>Cost £m</b>	<b>Likely funding source(s)</b>	<b>Deficit £m</b>
Whittingham additional half form entry primary places	2016-21	2.0	Land for the school site and £1.77m developer contribution negotiated.	0.2
North West Preston Cottam expansion half a form entry primary school places	2016-21	2.0	Developer contribution,, LCC	2
Second phase possible 1 form entry	2021+	5.5	Developer contribution,, LCC	5.5
Bartle 1 and half form entry primary school places	2016-21	8.5	Reserved sites, developer contribution, LCC	8.5
Penwortham/Lostock Hall up to 2 form entry primary school plus site	2021-26	10.0	Developer contribution, LCC	10.0
Leyland/Farington up to 2 form entry primary school plus site?	2016-21	10.0	Developer contribution, LCC	10.0
Buckshaw Village first phase1 form entry primary school	2010	5.2	Developer provided the land and commuted sum of £0.97m, LCC provided the remainder	Nil
Second phase 1 form extension to above	2011-16 2016-21	3.4	LCC /Developer contribution	3.4
Third phase (Group 1 site) additional 1 form entry primary school		5..5	Sought developer contribution of site land plus £3.0m	2.5
Adlington half form entry primary places	2016-21	2.0	Developer contribution,, LCC	2.0
Clayton-le-Woods 1 form entry	2016-21	3.5- 5	Developer contribution, LCC	3.5 - 5
Eccleston half a form entry primary places	2016-21	2.0	Developer contributed £0.276m	1.74

<b>Infrastructure type</b>	<b>Public utilities</b> – electricity, gas, telecommunications, water supply and waste water treatment.
<b>Provider(s)</b>	Electricity North West Ltd, National Grid/Transco, British Telecom, Virgin Media, United Utilities
<b>Spatial distribution of spare capacity</b>	Electricity – no capacity issues now that Preston reinforcement works have been done Gas – no known capacity issues Telecommunications – main capacity limitation is high speed broadband access in rural areas Water supply – no overall capacity issues Waste water treatment – main outstanding constraint relates to the treatment works at Walton-le-Dale and Leyland
<b>Specific provision initiatives</b>	Infrastructure provision for each service is subject to controls by the official regulator who determines how providers will be allowed to fund programmed works (capital reserves, service charges and borrowing).  Typically funding programmes are for five year periods and are largely aimed at providing for overall demand trends and current shortfalls rather than advance provision of capacity to cater for planned development due to uncertainties about the actual rate and timing of such construction.  British Telecom is pursuing a programme of upgrading rural telephone exchanges to higher broadband speeds.
<b>Underlying demand trend</b>	Although commercial use fluctuates in relation to the state of the wider economy the long term trend of overall demand is increasing for all public utility services. However envisaged future energy and water use efficiencies along with increased use of decentralised sources of energy generation should reduce dependence on large scale stand alone facilities and major network improvements.
<b>Non-developer funding sources</b>	Providers own capital reserves, future revenues and borrowing.
<b>Developer funding arrangements in place</b>	Standard charges are in place for new property connections to the service network, together with developers being required to pay for site specific infrastructure and any existing service diversion/protection works. On occasions providers also seek to recoup/reapportion costs from developers of already provided major off-site infrastructure that benefits the development.

**Requirements Schedule**

<b>Project</b>	<b>Timing</b>	<b>Cost £m</b>	<b>Likely funding sources</b>	<b>Deficit £m</b>
Walton-le-Dale Waste Water Treatment Works	2010-15	?	United Utilities 2010-15 (AMP5) funding programme	Nil
Leyland Waste Water Treatment Works	2015-2020		United Utilities 2015-20 (AMP6) funding programme	?

<b>Infrastructure type</b>	<b>Health</b> – primary care
<b>Provider(s)</b>	NHS, PCT, LCC
<b>Spatial distribution of spare capacity</b>	<b>Preston</b> - limited capacity in most areas except in Ingol/Cottam Inner East Preston and the City Centre. <b>South Ribble</b> - no spare capacity in Leyland and limited capacity in Penwortham/Lostock Hall <b>Chorley</b> – Planned health centre at Friday Street will be able to cope with most of the development and increased capacity around Chorley town. However Adlington Euxton and Eccleston Health Centre's would need to be extended and/or refurbished to cope with the extra demand.
<b>Specific provision initiatives</b>	Mainly targeted at improving substandard accommodation, exceptionally new build schemes are pursued in areas of greatest need.
<b>Underlying demand trend</b>	Projected increase in and aging population will put pressure on local GP practices.
<b>Non-developer funding sources</b>	PCT has very limited capital resources, on new build schemes aims to use lease back arrangements.
<b>Developer funding arrangements in place</b>	No standard formula in place.

**Requirements Schedule**

<b>Project</b>	<b>Timing</b>	<b>Approx Cost £m</b>	<b>Likely funding sources</b>	<b>Deficit £m</b>
New Friday Street Health Centre, Chorley	2012	6.7	PCT revenue	nil
New Preston Central Health Centre	2016-21	3.5	Developer contribution	3.5
New Leyland Medical Centre	2016 -26	6.5	PCT,/developer contribution	6.5
Improvements to Adlington Clinic	2016-21	0.3	PCT/developer contribution	0.3
Extension to Euxton Medical Centre	2021-26	0.15	PCT/developer contribution	.015
Enhancement of Eccleston Medical Centre	2011-26	0.5	PCT/developer contribution	0.5
Extension to Ingol Health Centre	2011-21		PCT,/developer contribution	
New Buckshaw Village surgery	2012	3.5	Land provided by the developer. PCT funded scheme.	nil
New primary care facility at Penwortham/Lostock Hall	2021-26	3.5	PCT/ developer contributions	3.5
Relocation of Bamber Bridge Clinic	2011-16	0.2	PCT/developer contribution	0.2



<b>Infrastructure type</b>	<b>Green Infrastructure</b> (including outdoor sports and townscape)
<b>Provider(s)</b>	Various including District, County and Parish Councils, other public sector, voluntary and private organisations
<b>Spatial distribution of spare capacity</b>	Urban areas tend have a shortfall of green infrastructure and some of that which exists needs improving. However, on the whole, Central Lancashire has a large amount of good quality green infrastructure provision.
<b>Specific provision initiatives</b>	Sport England - Quality not quantity of provision. Local authorities and health agencies agendas which are pushing healthy lifestyles and encouraging people to participate in active pursuits.
<b>Underlying demand trend</b>	Participation rates in active sports remain quite low but many more people engage in informal recreation and raising the awareness of healthy lifestyles is likely to increase demand for all forms of physical exercise.
<b>Non-developer funding sources</b>	Include REMADE, LCC, District Council initiatives, Lancashire Sport, Sport England and other national/regional grants from EU funding sources.
<b>Developer funding arrangements in place</b>	No standard formula to calculate exact cost of infrastructure but commuted sums in lieu of provision and maintenance of play space provision are routinely sought from housing developers based on formulae. .

### Requirements Schedule

<b>Project</b>	<b>Timing</b>	<b>Cost £m</b>	<b>Likely funding sources</b>	<b>Deficit £m</b>
Shepherds Way - Chorley to link	2011-2016	1	Developer contributions	0.5
Market St with Astley Park Gates/The Chor	2011-2016	1	Developer contributions	1
Public Art - Chorley	2011-2016	0.1	Public Partnership External Funding/Developer contributions	0.1
Chorley Flat Iron enhancements	2011 - 2016	3m	Capital programme Bid CBC and developer contributions	3m
Towngate junction improvements and museum enhancements	By 2025	6.8	SRBC and developer contributions	6.8
Upgrading Hough Lane Infrastructure	By 2025	12.5	SRBC and developer contributions	12.5
Invest and improve Cuerden Valley River network				
Grimsargh Reservoir Water Based Recreational Project	By 2025	0.5	SRBC and developer contributions	0.5
Ribble Coast Regional Park (West of Preston)	By 2025			
Fishwick Phase 3 – extension to previous local nature reserve scheme	2010	0.35	REMADE, NWDA, Forestry Commission, Landfill tax	0.35
Fishwick East – reclamation of derelict land and improved access	2011-2012	0.45	REMADE, NWDA, Forestry Commission, Landfill tax	0.45
Improved pedestrian links to New Hall Lane	2011-2012	1	Developer contributions	1
Improvements/provision and maintenance of off-site public realm/openspace/natural environment/ places for sport	2013	0.35	PCC/ grants and developer contributions	0.35





Report of	Meeting	Date
LDF Joint Officer Team	Central Lancashire LDF Joint Advisory Committee	23 June 2010

**COMMUNITY INFRASTRUCTURE LEVY AND SECTION 106  
PLANNING OBLIGATIONS**

**PURPOSE OF REPORT**

1. To explain the main provisions of the Community Infrastructure Levy (CIL) and the proposed changes to Section 106 planning obligations powers.

**RECOMMENDATION(S)**

2. That the report be noted.

**EXECUTIVE SUMMARY OF REPORT**

3. There is now a new way of securing developer contributions to provide infrastructure that is separate from planning obligations negotiated under Section 106. The new government may replace CIL with some other tariff system but it is never the less informative to present the system now in force. The CIL regulations seek to reduce the role of Section 106 obligations (exactly how was the subject of a consultation started by the previous government) for capital infrastructure contributions particularly in respect of off-site and pooled payments.
4. Section 106 obligations are individually negotiated and the monies generated were intended to be spent on infrastructure directly related to the contributing development. CIL is a mandatory charge that can only be introduced following proper consideration of economic viability as well as being informed by an up to date development plan (such as a Core Strategy) and following consultation on and independent examination and approval of a charging schedule. CIL monies can be spent anywhere but only on infrastructure schemes the charging authority (and this will most often be the District Council) publicises it intends to resource. These will be projects derived from its infrastructure planning work and inevitably in two tier areas this will include functions discharged by the County Council as well other agencies.

**REASONS FOR RECOMMENDATION(S)**

**(If the recommendations are accepted)**

5. To bring to the matters to Members attention.

**ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

6. To await detailed proposals from the new government on a levy or tariff approach.

## **BACKGROUND**

7. After several years of various proposals for a new levy or tariff based approach to developer contributions the Community Infrastructure Levy (CIL) was brought into effect on 6 April 2010. This has the effect of reducing the scope of Section 106 provisions to avoid double charging for the same pieces of infrastructure. In March the government launched a consultation on how the changes in provisions will apply. The new government has indicated its intention to replace CIL. However the Conservative Party in its pre-election papers proposed a similar tariff based system so the CIL approach may well be indicative of what provisions are settled upon.

## **SECTION 106 PLANNING OBLIGATIONS**

8. Planning obligations set out under S106 of the Town and Country Planning Act 1990 are flexible local tools that enable specific impacts of development to be mitigated, allowing local planning authorities to grant planning permission where it would otherwise be refused. Such obligations can require more than the provision of infrastructure, they can also secure the provision of affordable housing as part of a market housing development, require the provision of non-infrastructure mitigation works such as replacement wildlife habitat provision and impose other controls as to how a development is implemented such as phasing provisions.
9. Concerns have, however, been raised nationally about inconsistency in the use of planning obligations between different local authorities, a lack of transparency and of accountability in ensuring that contributions are used for the purposes for which they are sought. In addition, agreements can sometimes take too long to negotiate, often involving high legal costs, which can frustrate or delay development. These arguments, among others, led the previous government to legislate for a new system.
10. The original scope of acceptable uses of planning obligations is set out in Circular 5/05. In particular it provides five policy tests for assessing whether or not a planning obligation should be sought in connection with a particular development proposal.

These are that a planning obligation must be:

- (i) relevant to planning;
  - (ii) necessary to make the proposed development acceptable in planning terms;
  - (iii) directly related to the proposed development;
  - (iv) fairly and reasonably related in scale and kind to the proposed development;  
and
  - (v) reasonable in all other respects.
11. Over time, however, the scope of planning obligations has been extended beyond their original intention largely as a result of various court judgements. The effect of these has been to extend the scope for which planning obligations may be sought, to include the types of more general contributions which the Community Infrastructure Levy (CIL) is intended to cover. As a result, local planning authorities can and have sought to maximise developer contributions through planning obligations in ways that do not appear to accord with the policy in Circular 5/05. The previous government's view was that, in the light of

the introduction of the CIL, it would not be appropriate that planning obligations should continue to be used in this way. It therefore proposed a new policy on planning obligations, which was designed to clarify the purposes of planning obligations.

12. CLGs stated position was that “planning obligations should aim to secure necessary requirements that facilitate the granting of planning permission for a particular development, while CIL contributions are for general infrastructure need”. The new policy also puts tariff-style charges on a better statutory basis
13. The CIL regulations reformed planning obligations in three respects:
  - putting the Circular 5/05 tests (to be summarised into three parts) on a statutory basis for development which are capable of being charged CIL.
  - ensuring the local use of CIL and planning obligations does not overlap; and
  - limiting pooled contributions towards infrastructure which may be funded by CIL.

### **Ensuring CIL and Planning Obligations do not overlap**

14. Concerns have been raised, particularly by the development industry, that unrestricted use of planning obligations alongside use of CIL in an area could result in developments being asked to contribute towards a single item of infrastructure through both planning obligations and CIL. This could result in developers effectively being charged twice, which could significantly undermine the economic viability of developments.
15. Preventing generalised contributions towards indirect infrastructure requirements, obtained through the use of planning obligations, provides a very clear boundary between the use of planning obligations and CIL, as it removes the potential for planning obligations to be used for the same specific infrastructure items as CIL in a local area. If a piece of infrastructure is fully funded, whether through CIL or otherwise, it is not appropriate to also seek contributions to it through a planning obligation. Planning obligations should, therefore, only aim to secure necessary requirements that facilitate the granting of planning permission for a particular development, while CIL contributions are for general infrastructure need.

### **Limiting Section 106 pooled contributions and tariff approaches**

16. Planning obligations have often struggled to contribute effectively to large infrastructure requirements, or infrastructure needs which are caused incrementally through the cumulative impact of a number of developments. This can result in either the first or last developer in an area contributing disproportionately to the cost of the infrastructure required in that area, because their development was the ‘tipping point’ for the need for a piece of infrastructure, while others make a low contribution or no contribution at all.
17. In Circular 5/05, the Government sought to address this issue by encouraging the use of pooled contributions and standard charges. Because tariff type approaches spread the burden more fairly and evenly, and result in a more predictable flow of income, they are likely to be better at dealing with this difficulty.
18. It follows, however, from the need to ensure no overlap between CIL and planning obligations that The Government considers that section 106 of the Town and Country Planning Act 1990 is no longer a suitable basis for generalised pooled charges or tariffs in light of the introduction of CIL.
19. An important part of the argument in favour of introducing CIL has been that the process for establishing a CIL will involve greater transparency, public involvement and testing,

compared to the use of tariffs through planning obligations. The Government has specifically responded to calls from the development industry to ensure that the testing of local CIL proposals is equivalent in its depth to that applied to development plans. This represents a higher standard than for tariff schemes.

20. Secondly, even when a planning obligation is sought on the basis of a 'tariff' in a development plan, such a tariff is a policy only and therefore is ultimately always subject to negotiation, even if the developer contribution policy is presented as a clear fixed 'tariff'. When adopted by a local authority, CIL will be a mandatory charge for most types of development. This clearly empowers the local authority to require the specified payment. This in turn better enables delivery of the objective of tariff schemes that more developments would contribute to mitigating the cumulative impact of development. A mandatory basis for collection provides greater certainty and predictability of income for the authority, but also has benefits for developers in that a more effective level playing field is created between different developers as to what they will pay.

### **COMMUNITY INFRASTRUCTURE LEVY**

21. The overall purpose of CIL is to ensure that costs incurred in providing infrastructure to support the development of an area can be funded (wholly or partly) by owners or developers of land.
22. The regulations permit charging authorities (the Mayor of London, London Borough Councils, Unitary Authorities and District and County Councils) to charge the Levy for "chargeable development". The development in question must involve a building, otherwise it cannot be charged CIL.
23. Each charging authority will decide whether or not they would like to charge CIL and will set their own rates expressed as pounds per square metre of net additional increase in floor space. To adopt CIL a charging authority must publish a draft charging schedule (a menu of charges) for public consultation. The charging schedule is subsequently reviewed by an independent examiner who can accept the schedule as submitted, modify it or reject it outright. The process is similar to that involved in producing a LDF development plan document and in fact the charging schedule sits within the LDF.
24. The initial stage of preparing a charging schedule focuses on determining the CIL rate(s) and consulting on these. When a charging authority submits its draft charging schedule to the CIL examination, it must provide 'appropriate available evidence' on economic viability and infrastructure planning (as background documentation for the CIL examination).
25. The government expected that charging authorities would implement CIL where their 'appropriate evidence' includes an up-to-date development strategy for the area in which they propose to charge. It is for the local authority to decide whether the adopted development plan for the area is sufficiently up-to-date to implement CIL. However, the guidance is that this development strategy should normally be set out in a draft or adopted Core Strategy.
26. Where authorities opted for CIL, there would need to be a whole new set of governance arrangements for the collection and spending of the funds. The responsibility for both collection and expenditure rests with the CIL authority, but some if not most of the expenditure would be for other agencies' projects, particularly in two tier areas. There would need to be very clear and transparent corporate processes for administering the funds. This should include collaboration with partners in allocating and prioritising spending.
27. The infrastructure planning process and the resultant delivery programme underpinning the CIL charging schedule would form the basis for allocating CIL spending. Authorities

would need to be able to demonstrate to the public and to developers that CIL has been spent in accordance with the regulations.

28. The regulations provide a wide definition of the types of infrastructure that can be funded by CIL, including roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities, and open spaces. It is these types of infrastructure to which these restrictions to use of planning obligations apply in order to avoid the opportunity for double charging.
29. Infrastructure or services that are not capable of being funded by CIL include other types of infrastructure, such as affordable housing, or other services and as CIL infrastructure may only be funded by capital receipts, revenue payments towards any infrastructure items, such as maintenance payments, are not able to be funded through CIL receipts. Use of planning obligation contributions for services or infrastructure which fall outside of the possibilities for CIL funding will remain unaffected by this particular reform.
30. A charging authority should set out its intentions for how CIL monies would be spent on the authority's website. If a charging authority did not set out its intentions for use of CIL monies then this would be taken to mean that the authority was intending to use CIL monies for any type of CIL infrastructure, and consequently that authority could not seek a planning obligation contribution towards any such infrastructure.
31. The way in which pooled contributions may be sought via planning obligations must be determined based upon whether the contribution is intended towards (a) infrastructure that is capable of being funded by CIL, or (b) items that are not capable of being funded by CIL
32. Developer contributions towards affordable housing will continue to be made through Section 106 planning obligations. These enable affordable housing contributions to be tailored to the particular circumstances of the site, and crucially, enable affordable housing to be delivered on-site, in support of the policy of mixed communities.

<b>Background Papers</b>			
<b>Document</b>	<b>Date</b>	<b>File</b>	<b>Place of Inspection</b>
Communities and Local Government – New Policy Document for Planning Obligations – Consultation Paper	March 2010	-	Lancastria House, Preston Civic Offices, Leyland Union Street Offices, Chorley County Hall, Preston

<b>Report Author</b>	<b>Tel</b>	<b>Email</b>	<b>Doc ID</b>
Julian Jackson	01772 536774	<a href="mailto:Julian.jackson@lancashire.gov.uk">Julian.jackson@lancashire.gov.uk</a>	JAC Report June 10 – CIL & S106

This page is intentionally left blank