



Report of	Meeting	Date
Joint LDF Officer Team	Central Lancashire LDF Joint Advisory Committee	6 July 2009

THE NORTHERN WAY RESIDENTIAL FUTURES RESEARCH: CENTRAL LANCASHIRE CITY REGION

PURPOSE OF THE REPORT

1. To set out the findings of the Northern Way Residential Futures Research for the Central Lancashire City Region, in particular the typologies relevant to the Central Lancashire Core Strategy.

RECOMMENDATION

2. That Members note the key findings of the research.

EXECUTIVE SUMMARY OF THE REPORT

3. The Residential Futures report on the Central Lancashire City Region is one of a series of eight produced by Tribal's Urban Studio team, as part of a commission for the Northern Way. The research programme explores the linkages between housing and economic competitiveness and outlines a suggested policy agenda for the next decade, which aims to ensure that the North develops the right housing offer to meet the needs of an evolving economy.
4. The Central Lancashire City Region report relates to the whole of the Lancashire sub-region and the research findings will ultimately inform the emerging Lancashire Integrated Strategy and Lancashire Housing Strategy. The research looks closely at the role and function of five different 'typologies' of place within Lancashire and the role that each locality may be able to play in the future. The five selected localities are:
 - Leyland, South Ribble – a mid-market area with a good standard of suburban housing performing adequately well in the housing market, with a better quality and range than many urban areas.
 - Fishwick, Preston – an example of a locality in which the general structure exists and can be considered adequate, but with issues which may be holding back potential, such as poor quality public realm and inadequate shops or underachieving schools.
 - South West Burnley – an example of a strategically significant regeneration area of sufficient size and strategic importance that its role and function needs to be considered in a wider city-region context.

- Mereside, Blackpool – an example of a municipally built housing estate which offers many of the attributes of suburban living, but may be underperforming or stigmatised.
 - Lytham St. Annes – a location popular with the retiree market - an area of particular interest to the Central Lancashire City Region but where there is limited knowledge about the contribution it is making at the city-regional level.
5. This report concentrates on the findings related to the two typologies relevant to the Central Lancashire Core Strategy, namely Leyland and Fishwick. However, it also alerts members to the findings related to South West Burnley, as future policy directions suggested by the research findings relate the potential future of this particular location to the future economic potential of Central Lancashire.

REASONS FOR RECOMMENDATION

(If the recommendation is accepted)

6. To allow Members to note the findings of the Northern Way Residential Futures Research for the Central Lancashire City Region and its implications for future policy direction in the Central Lancashire area.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

7. None considered.

BACKGROUND

8. Tribal consultants' Urban Studio Team was commissioned by the Northern Way to assess the residential offer within the Central Lancashire City region and how it relates to quality of place and economic competitiveness. Their report is the latest in a series of reports already completed for other Northern City Regions.
9. The report assesses five defined areas within Lancashire, each representative of a particular residential 'typology'. The typologies are the same as those adopted in the research studies undertaken for the other Northern City Regions. The five specific localities and their respective typologies are:
- Locality 1: South West Burnley – an example of a Housing Market Renewal Area (HMRA), which looks at the balance between renewal and planning for economic opportunity.
 - Locality 2: Mereside, Blackpool – an example of typical residential development in Blackpool, that seeks to assess the role of the residential offer in delivering key economic and regeneration objectives for Blackpool.
 - Locality 3: Fishwick, Preston – an example of the housing offer in inner Preston, looking at the opportunities for linking residential offer with the dynamic growth planned for the Preston economy.
 - Locality 4: Leyland, South Ribble – an example of the housing offer in a currently stable suburban area and asking what it should do to remain competitive.

- Locality 5: Lytham St Annes – typifying the housing offer in coastal Lancashire and asking how influential specific sectors, such as the retirement community, are to the housing market.
10. Using these five localities and their respective typologies as examples of the current housing offer in Lancashire, the research looks at where we are now, how the housing offer could evolve over time and who would need to deliver certain aspects for that to happen. The rationale for the report is to test this methodology, developed as part of the residential futures research, and look at the extent to which the findings might begin to act as an interface between the sub-regional policy tier and the emerging Single Integrated Strategy.

RESEARCH FINDINGS RELATING TO THE TYPOLOGIES RELEVANT TO CENTRAL LANCASHIRE

Locality type 3: Fishwick, Preston

11. The definition of locality type 3 areas is 'mixed or transitional areas'. Fishwick, (in particular the area known as 'Inner East Preston') is typical of a neighbourhood in which the general fabric is adequate, yet many issues are holding back its potential, such as access to good schools and the poor quality of the public realm and local shops.
12. The performance of Fishwick against the report's identified liveability indicators is mixed. The quality of the local environment and the provision of open space could be improved to make the area a more attractive place to live. The report considers that the incidence of crime and antisocial incidents related to Ribbleton Park and other open space are negative liveability indicators. However, the availability of regular public transport is an advantage to the residential offer.
13. The report identifies key issues that have an impact on quality of place in this locality. On the positive side, New Hall Lane provides a strong spine around which other development can be focussed. The Victorian terraces provide a template for future development and accessible and well designed local space is available at Ribbleton Park. However the homogeneity creates a monotonous townscape character, heavy traffic along New Hall Lane creates a disjunction between the north and south areas and the quality of the public realm is poor.
14. The report questions what opportunities are present for the residential offer in Fishwick. With simple or low cost interventions its potential can be realised and Fishwick could soon play a more prominent role in the housing market. There is also the opportunity to create a defined residential offer in Fishwick, to link into economic growth sectors that Preston has identified within the City Centre, such as knowledge driven industries. There could be residential opportunities for first time buyers and graduates working in these industries, as well as young families and management employees working in the City Centre. Improvements to the nearby park and local centre would increase the quality of place and residential offer.
15. The report identifies a number of ways to implement change in Fishwick, including a Neighbourhood Master Plan, improving the quality of rented accommodation, tenure management, public realm improvements, skills development, open space improvements and identification of infill development opportunities. This would be

largely implemented by the local authority, RSLs, HCA, neighbourhood and development partnerships.

An example of locality type 4: Leyland, South Ribble

16. The definition of locality type 4 areas are those areas perceived as being mid-market housing areas, but that cannot yet be considered as aspirational or real areas of choice in relation to the City Region housing market.
17. The performance of Leyland against liveability indicators is relatively positive. The quality of public transport is one of the area's strongest assets, alongside low levels of crime. Parks and open space provision is limited and is, perhaps, one improvement that could be made. The local environment, public realm and Leyland town centre could also be improved to a higher standard.
18. The report identifies key issues that have an impact on quality of place in this locality. On the positive side, the housing stock is of good quality and within close proximity to the town centre, rail station, local centres, schools and other facilities. However there is considered to be an over-provision of detached family homes, resulting in an unremarkable townscape and the public realm is described as 'bland'.
19. The report raises the question – what has put this generally well performing area under threat? It lists three possibilities: a significant number of planning applications in South Ribble, demographic change and economic changes. It recommends a process of monitoring and research to identify what may be under threat in market terms, focusing on demographic issues and considering supply and macro-economic conditions. It is noted that the implementation of this should be at the sub-regional level, i.e. the Central Lancashire LDF could adopt this area as a locality type when monitoring the Central Lancashire economy and housing market.

RESEARCH FINDINGS RELATING TO A TYPOLOGY THAT COULD HAVE IMPLICATIONS FOR FUTURE POLICY DIRECTIONS IN CENTRAL LANCASHIRE

An example of locality type 1: South West Burnley

20. This locality is typical of the Elevate Pathfinder HMRA in Pennine East Lancashire. Burnley Borough Council has produced an Area Action Plan (AAP) for the area, which is located on the south western edge of Burnley town centre, with the M65 and Blackburn to Colne railway line to the north. Residential estates, including a 1960s council estate, are clustered around a large area of underused open space.
21. The report identifies key issues that have an impact on quality of place in this locality. On the positive side, the area has a good local centre and the natural topography creates an interesting townscape. However, the council estates constitute a poor environment and serve to fragment the urban structure. The open space is poorly laid out and the public realm is poor with little in the way of amenity, such as tree planning and children's play space.
22. The report questions what the residential offer in South West Burnley could be in the future and what contribution it could make to quality of place within the wider sub-region. They suggest that, for the area to provide a sustainable housing offer and for it to be competitive within Pennine Lancashire, the area should concentrate on providing a combination of mid-market family housing, together with limited high

quality family housing. It should concentrate on owner-occupier housing, whilst encouraging those in social-rented housing to enter into owner-occupier. Good local schools and easy access to the M65 and rail line provide a strategic advantage in quality of place terms.

23. With regard to the area's role in the wider Lancashire sub-region, the report considers that South West Burnley (and other similar areas within Pennine Lancashire) has a role to play in both underpinning the Pennine Lancashire sub-area's economic objectives, as well as those of the wider Lancashire sub-region. It considers the locality is a place which can achieve regeneration objectives, whilst responding to the needs of an economy which is improving the value of jobs within manufacturing and advanced manufacturing. It considers it also has a wider role as being competitive for workers in higher knowledge sectors in Burnley town centre and Central Lancashire, particularly Preston city centre. Its function could be retaining young families or 'second movers', who may have opted to move to other areas with a better residential offer but less value for money, for example the more rural areas of Ribble Valley, Colne and Chorley.
24. In terms of implementation, South West Burnley is the subject of an Area Action Plan which will be implemented by the local authority. However, the range of partners involved in delivery may need to be widened to include bodies such as the Homes and Communities Agency (HCA). There may be some areas within the Elevate HMRA, of which South West Burnley may be one, which present greater strategic opportunities and potential than other areas. These areas could be prioritised for more comprehensive regeneration and a focus on funding. Improving the residential offer in places such as Burnley is important, as simply using HMR mechanisms may not achieve the changes needed for the area to be sustainable in the economy of the wider Lancashire sub-region over the next 20 years or so.

CONCLUSIONS

25. The report concludes by asking what actions can be taken at the Lancashire level to take the findings forward.
26. It suggests that, in Pennine Lancashire, certain areas which are subject to HMRA focus or local authority level planning could be linked to the more dynamic parts of Lancashire and should have the opportunity and potential to deliver residential opportunities to support economic growth, as well as market renewal.
27. Within Central Lancashire, the report suggests identifying areas close to Preston's dynamic centre, such as Inner East Preston, where the residential offer can link directly into growth sectors (the knowledge economy) and sections of the population where residential offer matters more (e.g. recent graduates who may be considering returning to the City Region). In these areas, and areas where there is real opportunity to link residential offer to economic growth, strategies leading to a carefully considered 'business case' could help to leverage funding from agencies such as the HCA.
28. The report also suggests that there is a need for more detailed understanding of the currently stable but ageing suburban markets across the City Region, particularly focused in Leyland, South Ribble and Chorley. Although stable now, a greater understanding of the population who live there, and what effect the supply of a potentially competing offer nearby, could have in the future.

TAKING THE RESEARCH FORWARD

29. The way Lancashire as a whole functions matters when addressing the residential offer and its importance in delivering quality of place and economic growth. The residential offer varies across and within the sub-areas of Lancashire, as demonstrated in this research.
30. The report suggests that in some areas the residential offer should be aligned with more local economic and regeneration initiatives. This is particularly the case in areas such as Blackpool and parts of Pennine Lancashire. However, the report suggests that there may also be opportunities for a small part of the residential offer in these areas to link into wider City Region growth opportunities. They may have specific strategic advantages which could allow them to tap into more dynamic labour markets outside their immediate sphere of influence.
31. In other areas there are more obvious opportunities for the residential offer to link directly into identified growth areas. This is particularly the case in parts of Inner East Preston, Leyland, Blackpool and the Fylde coast.
32. The report suggests ways that the research recommendations could be implemented, particularly seeking to lever in funding from the HCA, as well as HMRA funds. The Growth Point provides a further opportunity to lever funds by way of Growth Fund and Community Infrastructure Fund. The Community Infrastructure Levy on private developers, if the local authorities decide to implement the policy in their areas, provides a further opportunity.
33. The findings of this research will add to the evidence base underpinning the Lancashire Integrated Strategy. They illustrate the need to 'marry opportunity and need' within Lancashire – a key development principle put forward in the RSS. This principle should be the driver behind Lancashire wide housing policy – a combination of supporting economic growth where realistic opportunities exist, such as Central Lancashire, whilst at the same time supporting regeneration objectives within the HMRA areas and areas in need of regeneration.

Background papers to this report.

The Northern Way Residential Futures: Central Lancashire City Region – Tribal –
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Janet McDonald	01772 534160	Janet...mcdonald2@lancashire.gov.uk	JAC Report July 09 Northern Way Residential Futures report