

Report of	Meeting	Date
Director of Partnerships, Planning and Policy (Introduced by the Executive member for Partnerships and Planning)	Executive Cabinet	23 February 2012

SUPPLEMENTARY PLANNING DOCUMENTS

PURPOSE OF REPORT

- To inform Members of the progress in preparing 6 Supplementary Planning Documents.

RECOMMENDATION(S)

- Members are asked to endorse 4 draft SPDs for public consultation as detailed in Appendices 1-4, after which they will be reviewed and reported back to Cabinet in order to be approved and adopted for use.
- That approval of minor amendments to the documents, if needed, prior to formal consultation be delegated to the Executive Member in liaison with the Director of Partnerships, Planning and Policy

EXECUTIVE SUMMARY OF REPORT

- Draft Supplementary Planning Documents are being finalised for four key topic areas: Affordable Housing, Design, the Re-use of Employment Premises, Rural Development and Access to Healthy Food. This report explains the purposes and objectives of the SPDs, the broad timetable and mechanism for their approval, and the intended route to their adoption and use. Work is also well advanced on two additional SPDs covering Design and Open Space and these will be reported to Cabinet as soon as practicable.

Confidential report Please bold as appropriate	Yes	No
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Key Decision? Please bold as appropriate	Yes	No
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Reason Please bold as appropriate	1, a change in service provision that impacts upon the service revenue budget by £100,000 or more	2, a contract worth £100,000 or more
	3, a new or un-programmed capital scheme of £100,000 or more	4, Significant impact in environmental, social or physical terms in two or more wards

REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

- To approve the draft documents for statutory public consultation.

ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

- None

CORPORATE PRIORITIES

- This report relates to the following Strategic Objectives:

Strong Family Support	✓	Education and Jobs	✓
Being Healthy	✓	Pride in Quality Homes and Clean Neighbourhoods	✓
Safe Respectful Communities	✓	Quality Community Services and Spaces	✓
Vibrant Local Economy	✓	Thriving Town Centre, Local Attractions and Villages	✓
A Council that is a consistently Top Performing Organisation and Delivers Excellent Value for Money			✓

BACKGROUND

- Supplementary Planning Documents (SPDs) offer local planning authorities the opportunity to add guidance in specific policy areas. They are documents that must be prepared in consultation with interested parties, and must be subject to a screening process to discover whether a sustainability appraisal would be required. Unlike Development Plan Documents (DPDs) SPDs do not require independent examination before they are adopted.
- The text of the Core Strategy identifies the six areas where SPDs will be required across Central Lancashire, and the aim is to apply the SPDs consistently to all three local authority areas. The SPDs are:
 - Affordable Housing
 - Access to Healthy Food
 - The Re-use of Employment Premises
 - Rural Development
 - Design
 - Open Space and Recreation
- This report deals with the first four of these documents which are being prepared jointly between Chorley, Preston and South Ribble to cover the Central Lancashire area. The SPD on Design is currently being drafted and will be reported to the March Cabinet. The Open Space and Recreation SPD will be prepared separately, following the completion of the Open Space and Recreation Review and associated Playing Pitch Strategy, where work is well advanced

OVERVIEW OF THE SPDs

Affordable Housing (see Appendix 1)

11. The guidance in this document expands upon Core Strategy Policy 7 which aims to enable sufficient provision of affordable and special housing to meet needs. The SPD sets out detailed provisions to help ensure that (normally on-site) affordable housing is made available to those in housing need as part of market housing development proposals. The availability is to be in perpetuity and with local authority nomination rights. The document also expands on the detailed points of design and quality standards, instances when off-site provision may be appropriate, and the approach to delivering rural exception sites.

The Re-use of Employment Premises (see Appendix 2)

12. The objective of this SPD is to set out the Councils' approach to development proposals involving the re-use of existing employment premises and sites. It develops the wording of Core Strategy Policy 10 by applying balanced criteria based approach under which all proposals for re-use will be assessed. The SPD therefore aims to ensure that:
 - There is an adequate supply of employment land to 2026.
 - All existing employment sites and premises are protected for employment use, and a presumption that premium sites will be retained for business uses.
 - The Councils continue to maintain and create employment opportunities
 - Existing employment sites are only re-used for other uses where it is appropriate and justified

Rural Development (see Appendix 3)

13. Although most development is expected to take place in urban locations, the Core Strategy recognises the need to balance appropriate provision of new development and the protection of the countryside. This SPD provides an interpretation of Core Strategy Policy 13 on the Rural Economy, by setting out guidance to such matters as employment (including live-work developments), garden centres and horticultural nurseries, farm shops, tourism uses, equestrian development, community facilities and recreational development. It also contains guidance on the re-use, replacement or extension of buildings in rural areas.

Access to Healthy Food (see Appendix 4)

14. This SPD seeks to help implement Core Strategy Policy 23 which integrates public health principles and planning, in order to help improve the health and wellbeing of residents. It proposes a restriction on opening new hot food takeaways near to schools, and it provides guidance to encourage the inclusion of allotments and market gardens within new developments.

NEXT STEPS

15. The wording of the four draft SPDs is being finalised. The progress on the draft documents has been reported to Chorley Local Development Framework Working Group (26th January 2012) and also the Central Lancashire Joint Advisory Committee (30th January 2012). Each Council is approving the text of the documents over their next committee cycles so that they may be published for consultation. Following consultation, all comments and suggestions will be evaluated prior to the preparation of final versions which will be placed before Members for approval, adoption and use.

IMPLICATIONS OF REPORT

16. This report has implications in the following areas and the relevant Directors' comments are included:

Finance	X	Customer Services	
Human Resources		Equality and Diversity	
Legal	X	Integrated Impact Assessment required?	
No significant implications in this area		Policy and Communications	

COMMENTS OF THE STATUTORY FINANCE OFFICER

17. There are no comments.

COMMENTS OF THE MONITORING OFFICER

18. There are no comments.

LESLEY-ANN FENTON

DIRECTOR OF PARTNERSHIPS, PLANNING & POLICY

There are no background papers to this report.

Report Author	Ext	Date	Doc ID
Peter McAnespie	5286	February 2012	

Appendix 1

AFFORDABLE HOUSING SUPPLEMENTARY PLANNING DOCUMENT (SPD) Version 9: 300112

A: Introduction

1. Supplementary Planning Documents (SPDs) were introduced by the Planning and Compulsory Purchase Act 2004 as part of the reforms to the planning system. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan.
2. The Central Lancashire SPDs have been prepared in accordance with the Local Development Regulations (SI 2004.2204) and PPS12, conforming and responding to all relevant local and national policies and is based on a robust and up-to-date evidence base. They form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. SPDs do not seek to allocate land but are to be considered alongside Policy in the Core Strategy and Site Allocations Development Plan Documents (DPDs). Their guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The purpose of this SPD is to provide advice on how the Councils' affordable housing policy, as set out in DPDs, is to be implemented. This includes guidance on the range of approaches, standards and mechanisms required to deliver a range of affordable housing to meet local needs.
4. Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

B: Planning Policy

National Policy

5. Guidance on planning policy is issued by central Government in the form of Planning Policy Statements (PPS). Local Planning Authorities have to take the contents of these Statements into account when determining planning applications and preparing documents for the Local Development Framework.
6. National Planning Policy is currently set out in Planning Policy Statement 3 (PPS3) as amended in June 2011, in which the Government sets out its policy for securing the provision of affordable housing. Its key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking to:

- achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community;
 - widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;
 - improve affordability across the housing market, by increasing the supply of housing; and
 - create sustainable, inclusive, mixed communities in urban and rural areas.
7. PPS3 sets out the specific outcomes that the planning system should deliver. These are:
- High quality housing that is well-designed and built to a high standard.
 - A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.
 - A sufficient quantity of housing taking into account need and demand and seeking to improve choice.
 - Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.
 - A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate.
8. PPS3 states that The Government is committed to providing high quality housing for people who are unable to access or afford market housing. The Government defines affordable housing as including social rented, affordable rented and intermediate housing. Particular requirements set out in PPS 3 are that Local Planning Authorities should:
- set an overall (i.e. plan-wide) target for the amount of affordable housing to be provided, reflecting the definition of affordable housing in PPS3 and reflecting an assessment of the likely economic viability of land for housing within the area.
 - aim to ensure that provision of affordable housing meets the needs of both current and future occupiers
 - set separate targets for social-rented and intermediate affordable housing where appropriate.
 - specify the size and type of affordable housing that, in their judgement, is likely to be needed in particular locations and, where appropriate, on specific sites.
 - set out the range of circumstances in which affordable housing will be required.
9. The delivery of affordable housing should reflect the other policy requirements set out in PPS 3 that it should:
- Contribute to achieving high quality housing reflecting other Government policies with regard to:
 - Providing good design both of properties and surrounding spaces
 - Providing sustainable and environmentally friendly new housing reflecting the Government's approach to climate change, including the code for sustainable homes

- Being accessible and well-connected
 - Including sufficient open space
 - Achieve a mix of housing to provide for a mix of households in the community
 - Be in sustainable locations
 - Use land efficiently and effectively
 - Be consistent with the Councils' vision for the area as set out in the Core Strategy and the overall planning for housing objectives
10. The national indicative minimum site size threshold for the provision of affordable housing is 15 dwellings. However PPS3 confirms that Local Planning Authorities can set lower minimum thresholds where viable and practicable, including in rural areas. This could include setting different proportions of affordable housing to be sought for a series of site-size thresholds over the plan area. Local Planning Authorities are required to undertake an informed assessment of the economic viability of any such thresholds and the proportions of affordable housing proposed.

Regional policy

11. Under powers contained in the Localism Act 2011, it is expected that the Secretary of State will introduce orders to abolish Regional Strategies. The Government is carrying out an environmental assessment of the revocation of the existing regional strategies, on a voluntary basis. It is the Government's clear policy intention to revoke existing regional strategies outside London, but this is subject to the outcome of environmental assessments and will not be undertaken until the Secretary of State and Parliament have had the opportunity to consider the findings of the assessments. The current consultation runs until 20th January 2012.
12. **The North West Regional Spatial Strategy 2008** is the Regional Plan for the North West to the period 2021 and covers the Central Lancashire area. Policy L5 of the RSS sets out a range of delivery mechanisms to be considered by local planning authorities where appropriate. These are:
- *seeking a proportion of affordable housing on all development sites which are above the relevant thresholds;*
 - *allocating the development of sites solely (or primarily) for affordable housing use (i.e. up to 100% affordable in rural areas), where necessary;*
 - *using local occupancy criteria to support provision for local housing need so long as this need can be clearly demonstrated, to be implemented through the use of planning conditions and obligations;*
 - *actively promoting the rural exception site policy;*
 - *for all sites containing housing in rural settlements with populations of under 3,000 promote onsite affordable housing provision and where on site affordable housing provision is not possible, seeking developer contributions towards affordable housing;*
 - *making the most of publicly owned land;*
 - *making the most of existing housing stock;*

- *in line with Policy W4 of RSS , permitting the conversion of buildings in sustainable locations to residential use (including as part of mixed use schemes), particularly where commercial premises which are vacant or under-used offer no long term potential or viable contribution to the local economy;*
- *encouraging employers to provide housing for their key workers;*
- *ensuring that wherever possible (and subject to continuing evidence), that property remains affordable and available in perpetuity.*

Local Policy

13. The **Local Development Framework** is a suite of documents which will, when complete, replace the existing old-style Local Plans as the spatial planning policy documents for the three Central Lancashire councils. The **Core Strategy** is the key document as it sets the overarching vision for the area. It will be underpinned by **Site Allocations and Development Management Policies Development Plan Documents (DPDs)** for each of the three Local Authorities. These documents will include policies and proposals allocating some land for development whilst protecting other areas from inappropriate development. The Site Allocations DPDs will conform to the Core Strategy and, when adopted, will supersede the adopted Preston Local Plan 2004, South Ribble Local Plan 2000 and Chorley Borough Local Plan Review 2003.
14. The principal Development Plan policy for the delivery of affordable housing is Policy 7 of the Central Lancashire Core Strategy as has been proposed to be amended during the Examination Hearing. If the policy is amended in this way it would state:

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

- (a) Subject to such site and development considerations as financial viability and contributions to community services, to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble and Chorley, and of 35% in the rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; on any rural exception sites including those in the Green Belt there will be a requirement of 100%.*
- (b) Aside from exception sites the minimum site threshold will be 15 dwellings (0.5 hectares or part thereof) but a lower threshold of 5 dwellings (0.15 hectares or part thereof) is required in rural areas.*
- (c) Where robustly justified, offsite provision or financial contributions of a broadly equivalent value instead of on-site provision will be acceptable where the site or location is unsustainable for affordable or special housing.*
- (d) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be sought to be affordable subject to such site and development considerations as financial viability and contributions to community services.”*
- (e) An accompanying Supplementary Planning Document will establish the following:*
 - i. The cost at and below which housing is considered to be affordable.*
 - ii. The proportions of socially rented and shared ownership housing that will typically be sought across Central Lancashire.*

- iii. Specific spatial variations in the level and types of affordable housing need in particular localities.*
- iv. How the prevailing market conditions will affect what and how much affordable housing will be sought.*

Note: information on costs and spatial variations across Central Lancashire are included in the Central Lancashire Strategic Housing Market Assessment (SHMA).

15. Altogether six SPDs are under preparation for Affordable Housing, Design, Controlling the Re-use of Employment Premises, Rural Development, Access to Healthy Food and Open Space, Sport and Recreation. This SPD will fit into the LDF by setting out guidance to ensure the Core Strategy policies and objectives for the re-use of employment premises are clearly articulated.

C: Strategic Housing Market Assessment

16. In September 2008, the Central Lancashire Housing Market Partnership (Chorley Council, Preston City Council and South Ribble Borough Council) commissioned Outside Consultants and Knight Frank LLP to undertake a comprehensive Strategic Housing Market Assessment. The final report was published in June 2009.
17. The summary of net annual affordable housing need in the SHMA indicates that at 2009 Chorley had an estimated annual shortfall of 723 units, Preston of 397 units and South Ribble an estimated annual shortfall of 660 units. This produces an estimated annual shortfall of affordable housing across the Central Lancashire area of 1,779 units.
18. In Preston the level of interest in social rented housing for both existing households and potential new households is proportionate to the overall provision of social renting within the district (19.4% indicate in the 2008 Housing Strategy Statistical Appendix (HSSA), DCLG), but in Chorley and South Ribble, particularly amongst potential new households the proportional interest in social rented housing is much greater than reflected in the level of supply (13.1% in Chorley 2008 HSSA and 10.5% in South Ribble 2008 HSSA).
19. Data from the SHMA shows that the highest demand from households looking for social rented housing is for two and three bedroomed accommodation. The demand noted in the SHMA for one and two bedroom flats is not borne out by experience and therefore developers are asked to provide mainly two and three bedroomed houses with small numbers of one and two bedroomed flats and bungalows.
20. The type and size preferences for affordable housing in Preston are similar to those in Chorley, but with a higher proportion demanding two bedroom accommodation and a correspondingly lower proportion demanding three bedroom accommodation.

21. Demand for affordable housing in South Ribble is more varied in its type and size than evident in Chorley and Preston, with 33.7% indicating that they would be interested in a range of housing types. 16% would like two bedroom bungalows and a further 16% would like a four bedroom detached house. Overall, as with Preston the highest demand is for two bedroom property at 59.8%.

D: Defining Affordable Housing

22. Affordable housing is defined for planning purposes in annex B to PPS3. The annex indicates that the issue of affordability and “affordable housing” have different meanings. ‘Affordability’ is a measure of whether housing may be afforded by certain groups of households. ‘Affordable housing’ refers to particular products outside the main housing market. This SPD is concerned with affordable housing as defined in PPS3.
23. The definitions were amended in June 2011 to take into account the introduction by Government of affordable rents. The definitions as amended are:

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

- *Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.*
- *Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.*

***Social rented housing is** rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.*

***Affordable rented housing is** rented housing let by registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is not subject to the national rent regime but is subject to other rent controls that require a rent of no more than 80 per cent of the local market rent.*

***Intermediate affordable housing is** housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (e.g. HomeBuy), other low cost homes for sale and intermediate rent but does not include affordable rented housing.*

Affordable Rents

24. The Government has introduced the concept of affordable rents. Affordable Rent homes will be made available at up to 80% of market rent and allocated in the same way as social housing is at present. Providers will be required to offer Affordable Rent homes on flexible tenancies where developments are funded by the HCA. Affordable Rent will form the principal element of the new supply offer. New flexibilities will allow a proportion of social rent properties to be made available at re-let at an Affordable Rent.
25. Providers will have flexibility on the type of tenancy to be offered for Affordable Rent, and they will retain the option to offer lifetime tenancies should they wish to do so. Government has stated that it expects providers to use this additional flexibility to ensure that help and support are focused on those who need it most when they need it most, and to build strong and cohesive communities.
26. Tenancies for Affordable Rent properties must be generally for a minimum period of five years. However, providers will have the flexibility to offer longer tenancies, including lifetime tenancies except where the schemes are HCA funded or in exceptional circumstances i.e. the scheme is replacing existing provision. Where, at the end of a fixed term tenancy, a provider decides not to issue a further tenancy, the provider will be required to offer reasonable advice and assistance to the tenant to find alternative suitable accommodation.

E: Delivery of Affordable Housing

27. The Central Lancashire authorities consider it important to ensure that properties provided by developers on-site as affordable housing are available to those in housing need, initially and in perpetuity, the latter particularly in the case of rural exceptions sites. The authorities also consider it important that local districts have nominations to those properties or, in the case of Select Move, that there are local connection requirements to them.
28. Affordable housing is only available to those with an identified housing need. People in housing need will comprise those nominated by the Central Lancashire Councils from their Housing Needs Register or similar mechanism in line with its published Allocations Scheme (Housing Act 1996 Section 167 as amended), or those nominated by a Housing Association where the Councils do not have nomination rights (e.g. in respect of intermediate housing or specialist supported housing), and those nominated from other registers of housing need as agreed by the Councils.
29. At present, there exists a sub-regional choice based lettings scheme and this is the mechanism by which units will be allocated. Further advice should be sought from the Local Housing Authority. The exceptions to this are where affordable housing schemes have been provided for a particular group such as disabled or elderly people, and the selection process for residents is approved by the Council, or where occupancy is limited by condition or by the terms of a Section 106 obligation. The allocation conditions of the section 106 will be based around and framed as part of the housing needs for the area.

30. Affordable housing will be secured in perpetuity in the case of rural exception sites by planning obligation under Section 106 of the Town and Country Planning Act 1990 or an alternative form of equally effective provision. The Councils will seek to negotiate 100% nomination rights on the first lets/sales of all affordable homes, potentially dropping to 75% for subsequent relets. This is normal practice in the sector as it allows registered providers (RSLs) to determine the allocation of a proportion of the properties in accordance with their own objectives.
31. The cost of affordable housing, whether rental levels or shared ownership costs, should be affordable to eligible tenants. The Councils will, before granting planning permission, need to be satisfied that any agreement reached between a developer and Registered Social Landlord for the on-site provision of affordable housing, will ensure that the rental levels or shared ownership costs will be affordable initially and in the long term (or in perpetuity in the case of rural exception sites). Service charges for dwellings should be set at levels which do not exceed the amounts needed to manage and maintain the properties to housing association standards, and should be fully transparent in their contents and calculation methods.
32. Affordable housing will be made available:
- For rent at social rent levels;
 - At Affordable rent; or
 - For sale under shared ownership leases (or other equity share arrangements approved by the District Council) at affordable shares;
 - Under any emerging hybrid models conforming to the agreed definitions e.g. initial affordable rent followed by shared ownership, sometimes known as deferred purchase or rent to buy.
33. Affordable housing must be managed by Registered Housing Providers that are able to demonstrate their ability to fund the scheme, and provide guaranteed and appropriate long-term management and maintenance arrangements.

Rented Properties

34. Rents charged for social rented housing, by Registered Social Landlords or other managing bodies, must be in line with the Homes and Communities Agency (or successor body) rent setting policies, which will be deemed to be affordable for the purposes of the affordable housing policy.

Intermediate Properties

35. In intermediate home ownership properties, the relationship between incomes and house prices is complicated by factors such as household composition, savings and property sizes as well as by fluctuations in interest rates and lending policies. Government guidance for Strategic Housing Market Assessments suggests that a property priced at 3.5 times gross annual income should be affordable for a single income household but this does not take account of households where there is more than one income, rental payments for shared ownership properties or the nature of the property.

The Central Lancashire SHMA indicates that a household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income household or 2.9 times the gross household income for two income household. If possible, any allowance for existing equity that could be used towards the cost of home-ownership should be taken into account.

36. The target for general needs intermediate home ownership costs in Central Lancashire will be set at approximately 30% of gross household income to cover mortgage costs and any “rental charge.” This equates to a figure which is slightly higher than the Government’s indicative figure (which is expressed as a guideline) to allow for the lower running costs (e.g. heating and repairs etc.) expected of new build properties compared with the general housing stock. Properties must be offered for sale with purchase shares starting at 30% of value and rental charges on unsold equity at less than or equal to the Homes and Communities Agency ceiling of 2.75% pa.
37. In addition, to keep overall valuations within acceptable levels, the design standards for intermediate home ownership properties should be equivalent to the standards used by the Homes and Communities Agency to determine eligibility for Social Housing Grant (or any subsequent Homes and Communities Agency or regulator standards).

On-Site Provision

38. With regard to whether provision should be on-site, off-site or the subject of a financial contribution in lieu PPS3 requires at paragraph 29 that local planning authorities should set out the approach to seeking developer contributions to facilitate the provision of affordable housing. In seeking developer contributions, the presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing. However, where it can be robustly justified, off-site provision or a financial contribution in lieu of on-site provision (of broadly equivalent value) may be accepted as long as the agreed approach contributes to the creation of mixed communities in the local authority area.
39. This requirement for on-site provision continues in the draft National Planning Policy Framework, which requires that in order to deliver a wide choice of quality homes and widen opportunities for home ownership, local planning authorities should, where they have identified affordable housing is required, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and the agreed approach contributes to the objective of creating mixed and balanced communities.
40. Policy 7 of the Core Strategy indicates that the requirement will be 30% affordable housing in the urban parts of Preston, South Ribble and Chorley, 35% in rural areas on sites in or adjoining villages that have or will have a suitable range of services and 100% on rural exception sites. This applies to all sites above the threshold of 15 dwellings (0.5 ha) or 5 dwellings (0.15 ha) in rural areas.

41. The size of development should not be artificially reduced to reduce or eliminate the affordable housing requirement, for example by sub-dividing sites or reducing the density of all or part of a site.
42. Where an element of affordable housing is required, at least 70% of the affordable housing units should be Social Rented or Affordable Rented, unless the Council is satisfied that an alternative mix meets an independently assessed proven need and agrees to such alternative provision. The evidence to support an alternative mix will need to be provided by the applicant/ developer at their own cost.
43. Where affordable housing is provided a mix of dwelling tenure, type and size must be incorporated which reflect the site's characteristics and the development as a whole. The Council will negotiate the exact tenure, type and size split on each site through pre-application discussions.
44. The provision of on-site affordable housing should be integrated into the layout of the development through 'pepper-potting' within private housing (see paragraphs 6.28 and 6.29 below). Within flatted developments it is accepted that management and other requirements could mean floors, wings or whole blocks will generally be designated for affordable or market housing or that on larger developments affordable housing is likely to be provided in small clusters of no more than 4 to 6 units around the development.
45. The Councils expect that affordable housing provided on site will be subject to the same standards of finish and presentation, which will be indistinguishable from the open market housing (see paragraph 6.30 relating to tenure blind development below). Such housing should comply with all relevant design and quality codes and standards set out by the Homes and Communities Agency or other relevant body, as well as relevant national and local guidance and standards.

F: Design of affordable housing

Current Requirements: Design and Quality Standards

46. In order to receive public subsidy for affordable housing in the form of Social Housing Grant (SHG) it is necessary for developments to meet minimum standards. These minimum standards are set out in the Homes and Community Agency's (formerly the Housing Corporation) Design and Quality Standards (replacing Scheme Development Standards) from the completion of the 2006-08 National Affordable Housing programme. There is no requirement for Affordable Housing that is grant free to adhere to these standards.
47. The HCA 'Design and quality' standards feature three core performance standards:
 - **Internal Environment** – Internal environments should be comfortable, convenient, capable of sensibly accommodating the necessary furniture and equipment associated with specific room activities and be suitable for the particular needs of intended user groups. The internal environment is measured against Housing Quality Indicators covering:

- Unit size: this seeks to identify the extent to which the internal floor area provided exceeds or falls short of normative ranges for any given occupancy. For example a five bed space, two storey home would be assessed against a floor space in the range of 82-85m². The living space provision would be one living room, dining space, kitchen and bathroom as well as two WC facilities and three bedrooms.
 - Unit layout: again measured against normative ranges. For example the living space of a five bed space home would be assessed against the normative space provision of one TV, occasional table, coffee table and three-seat settee, two arm chairs, two visitors chairs and appropriate storage units.
 - Noise control, light quality, services and accessibility: this measures appropriate characteristics that help ensure effective noise reduction; the provision of good daylight, natural light and views; a standard of service provision for each room - light, power, data and Telecoms; and accessibility for those with impaired mobility or other access problems.
 - **Sustainability** – new homes should be designed and constructed in a sustainable manner using products and processes that reduce environmental impact, better adapt to climate change, with lower running costs and incorporating features that enhance the health and well-being of constructors, occupiers and the wider community. The sustainability requirements link to the Code for Sustainable Homes, which is explained later in the report.
 - **External Environment** – the development of new homes should be undertaken in a manner which delivers great places to live, creates well-mixed and integrated communities and provides an appropriate balance between private and public open space.
48. The HCA adopted the 20 Building for Life criteria as the basis for this, although many schemes fall below the 20 unit threshold that is normal for Building for Life. The criteria relate to; the character of the development e.g. is the design specific to the scheme, roads; parking and pedestrianisation e.g. are streets pedestrian, cycle and vehicle friendly; design and construction e.g. do the requirements of the scheme go beyond current building regulations; and environment and community e.g. does the scheme provide or is it close to community facilities.
49. The HCA Design and Quality Strategy and accompanying Standards, were issued in April 2007. They replaced the Scheme Development Standards that were introduced in 2003 and set out internal and external requirements and recommendations that needed to be achieved for new housing in developments where public subsidy was required. The 2003 document and standards within were thought to be cumbersome and out of date as subsequent legislation and guidance has superseded them. It is also fair to say that many Housing Associations build standards as a norm well above these requirements.

50. The new document streamlines standards and is less prescriptive. It complements other recent guidance including sustainability issues through the Code for Sustainable Homes. All Homes and Communities Agency funded affordable housing will need to comply with the 2007 Design and Quality standards. The Code for Sustainable Homes, a mandatory government standard for England, is included within these new design requirements and recommendations.
51. The strategy defines its view of good design as 'desirable, affordable, high quality homes and environments, which benefit the individual and community'. It sits within the legislative framework of PPS 3 which emphasises the role of planning in securing larger family homes in developments and accompanying play space and encourages local authorities to develop their own design strategies for building homes.
52. The objective of the strategy is to modernise the HCA approach to design and standards and to move away from a specifying approach. It aims to promote good design and high quality, set out clear flexible standards that are enforceable and to reward excellence in build quality. The specific objectives of the new strategy are to:
- set clear standards
 - reward high standards and quality design
 - enforce compliance
 - evaluate the effect on residents through impact assessments
 - support good practice
53. The National Affordable Housing Programme continues to operate according to the [Design and Quality Standards](#) inherited from the Housing Corporation. Following its establishment and the inheritance of differing design standard requirements, the HCA consulted in spring 2010 on a potential set of core future design and sustainability standards. In November 2010, the Housing Minister confirmed that the HCA would not progress these new standards, but would retain its existing ones.

Pepper-potting

54. Pepper-potting is commonly defined as the dispersal of affordable housing units within residential developments to promote mixed communities and minimise social exclusion. The overriding purpose of pepper-potting is to ensure affordable housing is fully integrated within market housing. What this means in practice is a range of provision from pure pepper-potting, where no two affordable houses are next to one another to clusters of affordable housing, commonly, 4-6 units.
55. Generally, the higher the percentage of affordable housing required, the greater the need to ensure that it is integrated within the overall housing stock so that sustainable mixed community and social inclusion objectives are met.

Tenure Blind Development

56. Affordable housing should be tenure blind in order to ensure its seamless integration within market housing development. The affordable housing should not be obviously distinguishable from the market housing in terms of external appearance and quality and, therefore, the design and materials employed are to be consistent regardless of tenure.

Off-site provision

57. Following PPS3 it is presumed that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing. However, where it can be robustly justified, off-site provision or a financial contribution in lieu of on-site provision (of broadly equivalent value) may be accepted as long as the agreed approach contributes to the creation of mixed communities in the local authority area. Examples of robust justification, although not exclusive, include provision that will contribute to other policy objectives, for example enabling empty homes to be brought back into use or where there is an improved or more effective use of existing housing stock. A further justification would be where there might be a gap between the number of affordable houses that are required based on the percentage figures in Core Strategy Policy 7 and the number of affordable houses that can be provided physically on a site.
58. Where off-site provision is proposed, the calculation of units or commuted sum should take into account the fact that there is an increase in the market housing on the application site. For example, consider in simple terms a site accommodating 100 units, which would be 70 market houses and 30 affordable houses on-site. If the Local Planning Authority permits all the site to be developed for market housing and still only requires an on-site contribution of 30 units (or the financial equivalent thereof), it would only achieve 23% affordable housing. To achieve 30% affordable housing on a site of 100 units in the urban area (where the on-site provision would be 70 market and 30 affordable houses, and where the site is subsequently developed for 100 market houses, as above), the calculation of the 30% affordable houses should be based on 100 being 70% of the total as set out in the example below:

	Market housing	Affordable housing	Total
On-site	70	30	100
Off-site	100	43	143

In the example above, in order to maintain the overall ratio of 30% affordable housing, the number of units provided off-site has to be increased to 43 units.

59. Circumstances where the acceptance of financial contributions in lieu of on-site dwellings may be considered acceptable are (a) it would be contrary to the interest of promoting 'well balanced communities' to provide affordable housing on-site and (b) where the Council considers it would be preferable to focus affordable provision in areas where there is greatest demonstrated need for affordable housing.
60. The calculation of commuted sums in lieu of on-site provision is as follows:
- Affordable housing is currently discounted at 33% of open market value (i.e. units would be transferred to a Registered Housing Provider at 67% of open market value);
 - The discount is applied to the appropriate proportion of housing as set out in Policy 7 of the Central Lancashire Core Strategy, 30% or 35%;

- The commuted sum is calculated on the total open market value of the development based on the most up-to-date Land Registry average ward house price data;
- In urban areas a 33% discount on 30% of properties i.e. 10% of total open market value will be required;
- In specified rural areas 33% of 35% i.e. 12% of total open market value will be required.

61. The following table shows an example of a commuted sum contribution for a development of 120 dwellings in the urban area:

Dwelling type	% of mix	No. of dwellings	Average Price	Open Market value
Detached	24	29	213,000	6,134,400
Semi-detached	38	46	114,500	5,221,200
Terraced	27	32	64,000	2,073,600
Maisonette/Flat	11	13	85,000	1,122,000
Total	100	120.0		14,551,200
Financial contribution 10% of total open market value:				1,455,120

62. Where it is proposed that the affordable housing provision should be on-site but where the calculated provision does not equate to whole units, a commuted sum will be sought for the difference between the actual provision and the required percentage, as set out as an example in the following table:

119 units to be produced on site

		No.
market housing	70%	84
affordable housing	30%	36

Of which		Actual	Variation	Average price	Open market value
Detached (24%)	8.64	8	0.64	213,000	136,320
Semi-detached (38%)	13.68	13	0.68	114,500	77,860
Terraced (27%)	9.72	9	0.72	64,000	46,080
Maisonette/Flat (11%)	3.96	3	0.96	85,000	81,600
	36	33	3		341,860

Financial contribution for 3 properties
at 33% discount

$(341,860 \times 0.33) \times 3$

338,441

63. The Central Lancashire authorities use a toolkit developed by Three Dragons consultancy to assess the viability of schemes. The Central Lancashire Toolkit provides the user with an assessment of the economics of residential development. It allows the user to test the economic implications of different types and amounts of planning obligation and, in particular, the amount and mix of affordable housing. It uses a residual development appraisal approach which is the industry accepted approach in valuation practice. The toolkit is available from the Central Lancashire authorities at a modest charge. The preference of the authorities is that applicants and developers should use the toolkit.
64. Where a developer or landowner considers that there are significant constraints sufficient to jeopardise or prevent them from meeting the Councils' affordable housing policy targets, this will need to be demonstrated by the submission of a suitable financial appraisal, which will be subject to testing against the Central Lancashire Toolkit. The Councils will adopt an 'open book' approach to this assessment and the developer/landowner will be expected to provide all relevant financial and other information behind the appraisal to enable the Councils and/or independent valuer on their behalf to assess the nature, extent and impact of the constraints upon the viability of the scheme.
65. The provision of affordable housing, whether on or off-site or via a commuted sum will be secured through a S106 agreement. The Government is currently considering whether in future affordable housing should be included within the Community Infrastructure Levy and, if so, whether pooled contributions through S106 should be limited. Where affordable housing is to be delivered via a commuted sum, it is expected that the sum will be payable on commencement of the development.

G: Rural Exceptions

66. In providing for affordable housing in rural communities the aim set out in PPS3 should be to deliver high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages. Rural exceptions sites should provide 100% affordable housing as set out in Policy 7 of the Core Strategy.
67. Rural exception sites should only be used for affordable housing in perpetuity. A Rural Exception Site policy should seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection, whilst also ensuring that rural areas continue to develop as sustainable, mixed, inclusive communities.
68. Ideally, homes should be built where there is good access to services, employment and other facilities, and the proposed site should lie within, or adjacent to, an established settlement. If not, the landowner or developer will need to show that the requirements of the potential occupants can be met without putting undue pressure on existing service provision or the physical environment.
69. Schemes are more likely to be successful with the involvement, support and knowledge of the local community. Furthermore, robust evidence of local housing needs via a local housing needs assessment is essential for any scheme to go ahead: the type, tenure and size of the affordable homes must meet an identified local need.

H: Sustainability appraisal and habitats regulations assessment

70. Given the relationship between this SPD, the Core Strategy and the Site Allocations DPDs and the level of Sustainability Appraisal (SA) that these documents have undergone together with the anticipated absence of any significant environmental effects arising from this proposal, an independent SA of this Planning Framework SPD is not required. In addition, the Core Strategy has undergone a Habitats Regulations Screening Assessment to determine the likely significant effects of the plan on sites of international nature conservation importance. Given the SPD is in conformity with the policies contained within the Core Strategy, a full Screening Assessment of this SPD is not required.

I: Monitoring and Review

71. The Councils will monitor the effectiveness of this guidance including Core Strategy key indicators and review as appropriate in the light of its performance and future changes in planning law, and policy guidance.

J: Further Information

72. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see websites for details. Planning Officers will be pleased to provide advice and guidance on planning matters regarding affordable housing. They can be contacted on:

Local Authority	Website	Telephone	Email
Preston City Council	www.preston.gov.uk	01772 906949	devcon@preston.gov.uk
Chorley Council	www.chorley.gov.uk	01257 515151	dcon@chorley.gov.uk
South Ribble Borough Council	www.southribble.gov.uk	01772 421491	planning@southribble.gov.uk

APPENDIX 1: AFFORDABLE HOUSING PROVIDERS

List of:

RSLs operating in the Central Lancashire area.

Local authorities and ALMOs

Private provision

Appendix 2

CONTROLLING RE-USE OF EMPLOYMENT PREMISES SUPPLEMENTARY PLANNING DOCUMENT (SPD) Version 6: 300112

A: Introduction

1. Supplementary Planning Documents (SPDs) were introduced by the Planning and Compulsory Purchase Act 2004 as part of the reforms to the planning system. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan.
2. The Central Lancashire SPDs have been prepared in accordance with the Local Development Regulations (SI 2004.2204) and PPS12, conforming and responding to all relevant local and national policies and is based on a robust and up-to-date evidence base. They form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. SPDs do not seek to allocate land but are to be considered alongside Policy in the Core Strategy and Site Allocations Development Plan Documents (DPDs). Their guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The purpose of this SPD is to set out the Councils' approach to dealing with development proposals involving the re-use of existing employment premises and sites in Central Lancashire. It develops Core Strategy Policy 10 by setting out the balanced criteria based approach, including marketing and an assessment of the viability of employment use, under which all proposals for re-use will be assessed. The SPD therefore aims to guide the implementation of the Core Strategy and ensure:
 - An adequate supply of employment land in Central Lancashire to 2026, including:
 - (a) the provision and availability of suitable locations for industrial and commercial developments, and,
 - (b) provision for a broad range of business types from small start-up businesses through to large enterprises.
 - All existing employment sites and premises (including those last used for employment purposes) are protected for employment use, and a presumption that 'Best Urban' and 'Good Urban' sites (see Appendix 4) will be retained for B use class employment use (see Appendix 5).
 - The maintenance and creation of employment opportunities in Central Lancashire.
4. Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

B: Economic Context

5. The Core Strategy identifies the Central Lancashire area as one that is well located to 'do business'. The Central Lancashire Economic Regeneration Strategy (underpinned by an extensive evidence base, including Centre for Cities work) attempts to harness the business advantages that the area exhibits in setting out the Councils' aims for economic growth to 2026.

6. One of the key challenges facing Central Lancashire is the need to grow its private sector economy, and create more private sector jobs in order to counter the substantial contraction of the public sector. A recent national report by Centre for Cities¹ highlights Preston as a city which has benefited from significant private sector growth between 1998 and 2008. During this period the percentage of private sector jobs increased by 16.2%, the third strongest performance out of all England's cities.
7. A more recent Centre for Cities² report analyses the spatial distribution of economic growth in Preston between 1998 and 2008 and how this growth has affected the wider Lancashire economy. The report found that Preston's economic performance during this period has not been to the detriment of wider Lancashire and that future growth in Preston will be to the benefit of Lancashire and its residents. The report also found that despite economic growth within the Preston urban area (defined as the local authorities of Preston, Chorley and South Ribble), Preston City Centre actually lost private sector jobs during the period. More therefore needs to be done to support the business environment within the city centre, in combination with key growth locations in the wider Preston urban area.
8. Overall, it is essential to have a wide range of different types of employment sites – a broad portfolio of land and buildings – suitable for various businesses in the area. This is particularly so in relation to those industrial sectors that are growing and for start-up firms. Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition. The objective will be to provide a range of employment sites which are suitable, attractive and flexible to be able to cater for the needs of both local firms and inward investors.

C: Planning Policy

9. Guidance on planning policy is issued by central Government in the form of Planning Policy Statements (PPS). Local Planning Authorities have to take the contents of these Statements into account when determining planning applications and preparing documents for the Local Development Framework.
10. The Planning Policy Statements relevant to the Rural Development SPD are as follows:
 - **Planning Policy Statement 1 (PPS1) Delivering Sustainable Development:** this document sets out the Government's objectives for the planning system. It reiterates the four aims of sustainable development and sets out for Local Authorities the key principles of sustainable economic growth.
 - **Planning Policy Statement 4 (PPS4) Planning for Sustainable Economic Growth:** this document sets out the Government's planning policies for sustainable economic development. The definition of economic development includes development within the B Use Classes.
 - **Planning Policy Statement 12 (PPS12) Local Spatial Planning:** this sets out the content and process for producing Local Development Frameworks (LDFs) and sets out the

¹ 'Private Sector Cities – A New Geography of Opportunity', Centre for Cities (June 2010)

² 'Strength From Within: Supporting Economic Growth in Preston', Centre for Cities (December 2011)

parameters for the Core Strategy (paragraph 4.1). The PPS also explains that SPDs may be prepared in order to add detail to existing planning policies.

11. **The Employment Land Reviews Guidance Note 2004** provides specific advice to help local planning authorities to identify an up to date and balanced portfolio of employment sites in Local Development Frameworks.
12. **The North West Regional Spatial Strategy 2008** is the Regional Plan for the North West to the period 2021 and covers the Central Lancashire area. The Government has made a policy commitment in the Localism Act to revoke the Regional Spatial Strategy.
13. The **Local Development Framework** is a suite of documents which will, when complete, replace the existing old-style Local Plans as the spatial planning policy documents for the three Central Lancashire councils. The **Core Strategy** is the key document as it sets the overarching vision for the area. It will be underpinned by **Site Allocations and Development Management Policies Development Plan Documents (DPDs)** for each of the three Local Authorities. These documents will include policies and proposals allocating some land for development whilst protecting other areas from inappropriate development. The Site Allocations DPDs will conform to the Core Strategy and, when adopted, will supersede the adopted Preston Local Plan 2004, South Ribble Local Plan 2000 and Chorley Borough Local Plan Review 2003.
14. Altogether six SPDs are under preparation for Affordable Housing, Design, Controlling the Re-use of Employment Premises, Rural Development, Access to Healthy Food and Open Space, Sport and Recreation. This SPD will fit into the LDF by setting out guidance to ensure the Core Strategy policies and objectives for the re-use of employment premises are clearly articulated.

D: Criteria to Assess Planning Applications

15. This SPD develops Policy 10 of the Central Lancashire Core Strategy. The policy wording should be read in conjunction with Chapter 9 of the Core Strategy "Delivering Economic Prosperity" and the Equality Impact Assessment.

Policy 10: Employment Premises and Sites

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

- (a) there would not be an unacceptable reduction in the type, quality or quantity of employment land supply;*
- (b) the provision and need for the proposed use;*
- (c) the relative suitability of the site for employment and for the alternative use;*
- (d) the location of the site and its relationship to other uses;*
- (e) whether the ability to accommodate smaller scale requirements would be compromised;*
- (f) there would be a net improvement in amenity.*

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

- (g) convincing evidence of lack of demand through a rigorous and active 12 months marketing exercise for employment re-use and/or employment redevelopment;*
(h) an assessment of the viability of the land for continued employment use for example by way of adaptation of the buildings and/or redevelopment.

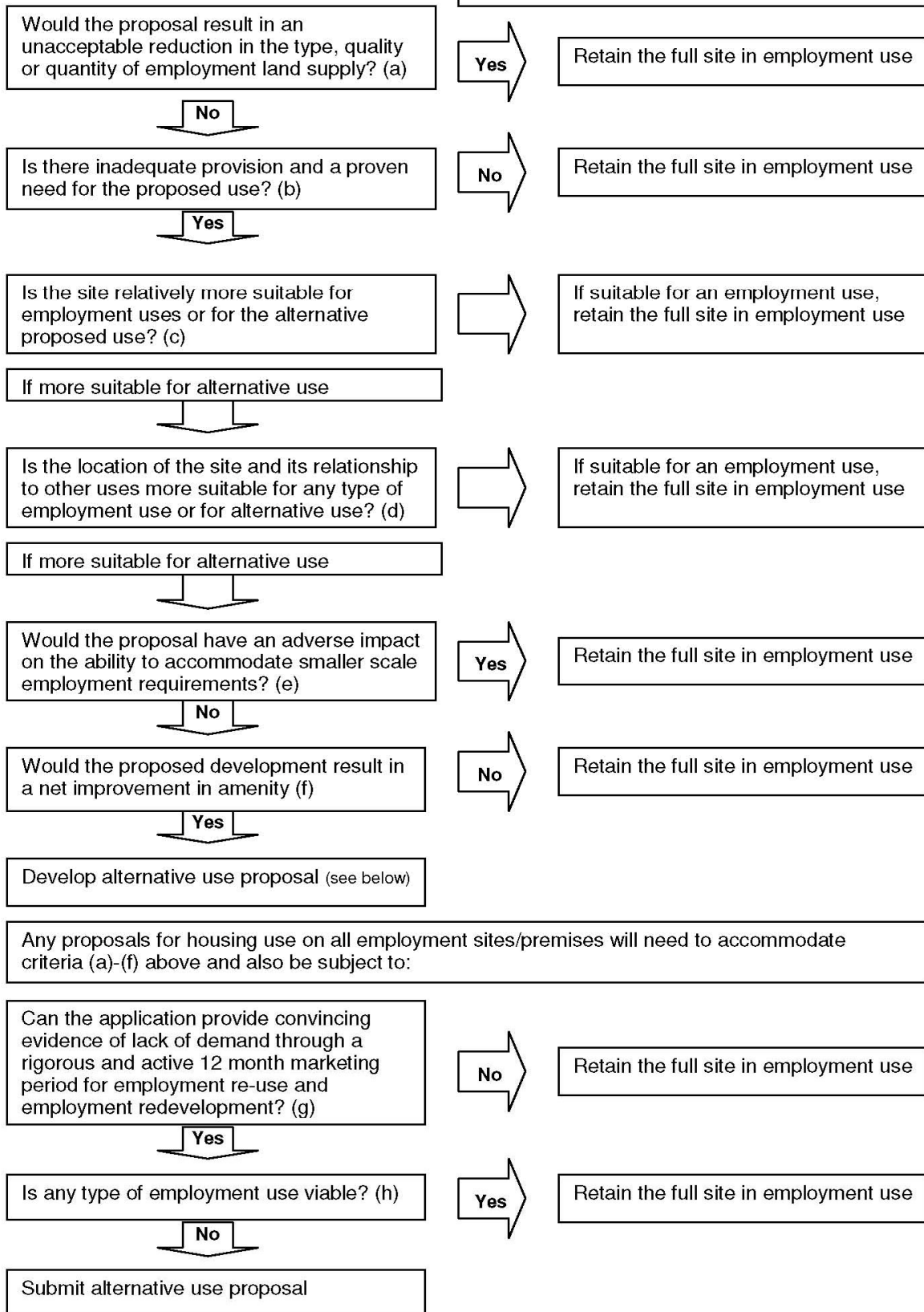
[see Appendix 4 for a definition of employment uses]

16. The Councils will assess all applications for the redevelopment of employment sites on their individual merits. The Councils' starting point will be to retain all employment sites. Consideration will only be given to alternative uses where an applicant can clearly demonstrate that the criteria in the policy have been fully met. This includes both changes of use and redevelopment from employment to non-employment uses.
17. Diagram 1 overleaf highlights the approach that the Councils will take towards proposals that involve the loss of employment land and premises to other uses. Proposals must satisfy **all** of criteria (a) – (f) and, in the case of housing applications, criteria (g) and (h).

Criterion (a): there would not be an unacceptable reduction in the type, quality or quantity of employment land supply

18. An unacceptable change is one which would result in any reduction in the type, quality or quantity of employment land unless this type, quality or quantity has been identified as surplus within the borough/settlement/area against requirements identified by the local authority annual monitoring process and/or by the Chorley, Preston and South Ribble Employment Land Review (2009).
19. The existing stock of employment premises and sites, including land or premises last used for employment, comprises a range of different types, sizes and quality of premises. These have been assessed through the Employment Land Review and evaluated into categories, which form the component parts of the employment land supply. A balance of quality, type and size of premises is important to meet the needs of the range of new and established businesses and to attract new investors. Development proposals for uses other than employment must provide evidence that there would not be an unacceptable reduction in the type, quality or supply of employment land.
20. The amount of land required for economic development in Central Lancashire is set out in paragraph 9.4 and table 5 of the Core Strategy. Each Council will monitor the employment land supply, including take-up and losses, and allow for assessment of proposals impacting on the supply. In assessing quantitative and qualitative issues, regard will be had to available land and premises in the local area.
21. The potential for all employment uses for a site should be considered before a planning application is made for any non-employment use. Applicants will be required to show that they have marketed a former employment site for employment purposes before considering an alternative use. Appendix 1 sets out the requirements of a marketing strategy.

Diagram 1: The Councils' approach towards proposals that involve the loss of employment land & premises to other uses



Criterion (b): the Provision and Need for the Proposed Use

22. Any proposal submitted should include an assessment of the existing provision of the proposed use and clearly identify a need, backed up by robust evidence. The regeneration of sites is a high priority. In some circumstances there can be advantages in reorganising land uses such that it is appropriate for redevelopment of an employment site for other uses. Such a proposal would need to demonstrate that it is in the wider economic, social and environmental interests of the area. Proposals should not result in a net loss of employment numbers and should be seen as an opportunity to improve/resolve any local infrastructure issues. More information is given below in relation to examples of suggested uses.
23. Proposals for retail uses will not be acceptable on former employment sites. Proposals will be assessed against other relevant policies in the Core Strategy, as appropriate, which seek to restrict retail uses to shopping centres. Other uses that provide employment such as crèches, hotels and built leisure developments may have regeneration benefits and could also be appropriate development in established employment areas dependant on compliance with other policies in the LDF.
24. Public and community uses are best suited in town, district and local centres, as supported by Planning Policy Statement 4. Any proposal for community facilities should clearly set out the reasons why it needs to be situated on the site/premises in question, and why there are no suitable alternative sites available. To confirm this, a list of alternative buildings should be submitted with details explaining why each one was not suitable. In addition, evidence will be required with the supporting statement showing a demonstrable local need for the use.
25. Proposals for a community building that could have an adverse effect on existing business or other adjoining users, for example residential areas, will not be acceptable. Recreational and community uses generally will require high levels of environmental and landscape quality and this will be respected in any approval process.

Housing Need

26. In order to demonstrate that a housing development is needed and can only be implemented on a site that was previously in employment use, applicants will need to present evidence in respect of planning policies for housing. This will include evidence of the supply of housing land against the requirement for new housing set out in the Core Strategy. Evidence of capacity on brownfield sites not previously in employment use will also be relevant.
27. Proposals that include a level of affordable housing above the normal policy requirement will be given additional weight as part of this SPD. Any additional weight will be proportionate to the level of provision secured over and above the current policy requirement, but will need to be carefully balanced against the loss of jobs/employment land.
28. Affordable housing proposals will be given greater weight in settlements that are identified as having significant local affordable housing needs. Proposals that include affordable housing should comply with the appropriate Council's affordable housing policies and definitions.

Criterion (c): the relative suitability of the site for employment and for the alternative use

29. Any application for uses other than employment should include information to assess the relative suitability of the site for employment and for alternative uses. This assessment should take into account the fact that there are considerable differences between different types of employment uses that the site could accommodate. Employment requirements cover a range of sizes and there is demand for small-medium scale developments. Although the current employment use may, at the time of application, cause amenity problems, this does not necessarily rule out the ability of the site or premises to accommodate a different type of employment use. Alternatives should be considered such as upgrading or redevelopment for different types or sizes of employment uses.
30. The assessment should also consider any external influences which might impact on the suitability of a site for employment uses. These may change over time so that the site could be suitable for development for some type of employment uses in the future and would therefore still be an important part of the employment land supply.
31. Where uses other than employment are proposed, mixed use schemes and live/work units (see criterion (d)) should be considered which could contribute to supporting the local economy. Similarly, the other policies and proposals within the Core Strategy should be taken into account and any other material considerations such as traffic generation.

Criterion (d): the Location of the Site and Its Relationship to Other Uses

32. Where consideration is being given to alternative uses of employment land or premises, any such proposals must demonstrate that the alternative use would be better suited to the location of the site and its relationship to other uses than employment use. It must also ensure that the proposed use does not conflict with the character of the surrounding area and other policies and proposals within the Core Strategy, or any other material considerations.

Traffic

33. A significant problem of traffic generation on unsuitable roads would only arise when access to a site is exceptionally poor. An example would be where there are significant numbers of lorry movements on a sustained basis as part of the regular operations of a business, and access is via a minor street in an otherwise quiet residential neighbourhood, or an un-adopted road that provides access to other properties. Instances of heavy volumes of traffic on the general road network would not be considered a significant problem. Lancashire County Council as the Highway Authority will determine whether a use is acceptable or not to the area or detrimental or not to the road network.

Small Sites

34. Small employment sites that are physically isolated from other employment sites contribute significantly to the local economy and supply of jobs in Central Lancashire. Therefore they should be retained unless they can be shown to conflict with the amenity value of the surrounding area (e.g. noise).

Mixed Use Developments

35. There may be instances where a site's sole use for employment purposes is no longer suitable. In such cases the Councils will expect applicants to have examined the possibility of developing either mixed use schemes, including live/work units, or other elements including some housing to deliver a scheme that is well related to surrounding uses. In such cases, and where this is demonstrated by the applicant, the Councils will adopt a more flexible approach and will seek to secure a mix of land uses.
36. Live/work units are buildings where parts of the floor space are designed as a small work unit, while the rest of the space is devoted to living accommodation. The Councils' definition of a live/work unit is a work space that is integrated with a dwelling unit occupied by the proprietor of the work space, with at least 50% of the floor-space being dedicated to the work unit. There are two ways that this type of unit can be provided:
 - Conversion of existing buildings such as farm buildings;
 - New build designed specifically for live/work uses.
37. This type of development should have close access to classified roads, and space for parking/deliveries. Someone who lives in the residential part of the unit should be employed wholly or primarily in the workspace provided in the development. The Councils will consider applications for live/work units, whether singly or as a small cluster of units. Any consideration will have regard to the impact that such development will have on neighbouring properties and the overall character of the locality. Live/work units will be controlled by suitable conditions to ensure they are used in accordance with the original consent. Conditions will include occupation restrictions to prevent use as a residential dwelling and a requirement that the property to be inspected to ensure that the layout as a live/work unit has been implemented. A separate SPD on Rural Development also covers live/work units.
38. The Councils are preparing their Site Allocations and Development Management Policies DPDs and where relevant these will identify housing and employment mixed use sites, some as new allocations and on sites previously in employment use. The relevant sites will show the areas for housing and employment, and the range of employment uses for each site.
39. Where proposals come forward for mixed use on existing employment sites the applicant should demonstrate the amount of non employment uses necessary to deliver significant employment on the site and this will be assessed on a site by site basis. In assessing mixed use proposals, the Councils will normally expect, as a minimum, that the equivalent amount of employment floor-space will be delivered on the site as currently exists. Where this cannot be achieved, the Councils will expect that the other elements of the scheme should be the minimum necessary to support a viable employment development on the site. Applicants will be required to submit a reasoned justification as to why the existing employment floor-space cannot be replaced in full.
40. When determining the proportion of the overall site to be developed for employment uses, the Councils will assess the individual merits of each case, but in doing so will take account of the employment resource being lost and the potential level of employment that can be achieved within the mixed use development. The Councils will also seek to ensure that the new employment element would not cause harm to the amenity of neighbouring properties.
41. If a mixed use scheme is pursued, then any planning permission granted (subject to other material considerations and those items detailed in this SPD) will be conditional on the delivery of the employment uses on the site. It will normally be expected that the employment element will be constructed in advance of the higher value uses. This will be controlled through Section 106 Agreements.

Criterion (e): where the ability to accommodate smaller scale requirements would be compromised

42. Alternative uses of land in use as or last used for employment will not be permitted where the ability to accommodate smaller scale employment requirements would be compromised. Employment requirements cover a range of sizes and demand is often for small – medium scale development. Therefore in considering the qualitative impact on the supply of employment, the realistic potential of premises/sites to accommodate the small – medium component of employment development will be assessed when considering proposals for their release to other uses.
43. The Councils will expect the employment land or premises to have been marketed for small – medium scale employment use before they can be considered for an alternative use. Appendix 1 sets out the requirements of a marketing strategy.

Criterion (f): there would be a net improvement in amenity

44. Proposals for alternative uses may be considered on sites with uses that currently have a detrimental impact (i.e. unacceptable environmental/ traffic/ noise implications) on the adjacent residential areas and where reuse/redevelopment to an alternative use would offer significant amenity benefits over and above the existing use/previous use. These benefits would include physical and visual attractiveness, improvements to the overall character of an area and impact of the site on the local street scene to the benefit of residents, improvements to the aural amenity (through a quieter but not necessarily the quietest use) of the area and highway improvements.
45. Redevelopment or re-use for non-employment uses will be considered if it can be demonstrated that it is the only means by which a building of architectural or historic interest can be retained.
46. Any proposals for housing use on all employment sites/premises will need to accommodate criteria (a)-(f) above and also be subject to:

Criterion (g): convincing evidence of lack of demand through a rigorous and active 12 months marketing exercise for employment re-use and/or employment redevelopment

47. It is important that applicants consider the potential for all employment uses on a site before making a planning application for a non-employment use. Where a business is coming to the end of its economic life, or has ceased trading altogether, the Councils will expect the land or premises to have been marketed for employment use before it can be considered for an alternative use.
48. Applicants will therefore be expected to have undertaken extensive marketing to determine the demand for the site from business occupiers. Until this has been done, a change of use will not be considered by the Councils, as existing employment land or premises which are currently not in use are not, by definition, genuinely redundant. A lesser financial return on investment, relative to other development or reuse options, will not be sufficient to justify the site not continuing to be available for employment use.
49. Following any initial enquiries with the relevant Council, it will be necessary to put together a marketing strategy, as set out below, that is up to date and relevant to the current owner of the property.

Marketing strategy

50. The manner in which the site or premises have been marketed for continued employment use will be a key consideration of its future viability. A marketing strategy and supporting evidence will be required to demonstrate that the site or premises has been appropriately marketed and there is no current demand for employment use. Where relevant, the marketing strategy will also need to consider the potential to refurbish or redevelop the site (in part or in whole) in order to meet the requirements of alternative employment uses.
51. The Councils also expect sites and premises to be marketed flexibly according to the circumstances that prevail, including the subdivision or amalgamation of units or partial demolition in order to improve access and servicing, where appropriate. The marketing strategy should be prepared by a suitable professional person such as a Chartered Surveyor, who has a sound knowledge of the sale/lease of commercial properties in the Central Lancashire area, and is certified accordingly.
52. The Councils expect employment sites and premises to be actively marketed for a reasonable period before an application for a change to alternative use can be considered: at least twelve months in the current commercial property market. This timescale may need to be longer if the market is slow or if the premises are large.
53. The applicant must inform the Economic Development Team at the relevant Council of the sites availability at the start of the marketing campaign. This will allow details to be included in on-line commercial sites and property registers operated by each Council, which can be viewed by using the links below:

Preston: <http://www.preston.gov.uk/business/business-property/>
South Ribble: <http://www.southribble.gov.uk/locateinsouthribble>
Chorley: <http://www.chorley.gov.uk/business>
54. The full requirements expected in a marketing strategy are set out in Appendix 1 and a marketing checklist is included in Appendix 2 to guide applicants through the process. ***The Councils will only accept that this criterion has been met if the marketing strategy is agreed as being adequate.***

Criterion (h): an assessment of the viability of employment development including employment re-use and employment redevelopment

55. Applicants will be expected to clearly demonstrate, in a supporting statement with the planning application, why they consider that new employment development cannot be achieved on a site for reasons of financial viability. The Councils will give full consideration to the evidence submitted and may need to take independent advice on this, with the applicant being expected to pay the Council's expenses.
56. There may be instances where an applicant can demonstrate that there is no demand for an employment site in its present condition and that the site's buildings are of a state that they would be unsuitable for continued employment use. In such cases, it is important to recognise that the value offered by such sites does not arise solely from the existing buildings, but from the potential the site offers for future employment uses.
57. The Councils will, therefore, expect an applicant to provide evidence that they have carefully considered how the site could be refurbished or redeveloped for employment purposes and that they have marketed it accordingly. In addition, although the retention of the site in employment use may not be viable at present, the economics of development can change;

making refurbishment / redevelopment for employment uses a viable proposition in the future. In this respect, such sites are still considered to have value as an employment resource.

58. There are two stages to establishing that a site is in such a poor condition that it is uneconomic to either refurbish or redevelop it for employment purposes:
 - (a) Establish from 12 months of active marketing that prospective occupants have turned down the property because of the condition of the premises;
 - (b) Establish that the costs involved in refurbishing or redeveloping the site for employment use are greater than the return that could be anticipated.
59. The Councils are unlikely to concede that the site is in poor condition unless this conclusion can be drawn from site marketing evidence (see above and Appendices 1 and 2) or the advice of the relevant Council's Property Services Team. In considering marketing evidence, the Councils will pay particular attention to the market price at which the site has been offered and will expect the price to reflect the current state of the property.
60. A list of the evidence required to demonstrate a case that the costs of refurbishment / redevelopment exceed the likely returns from the site is shown in Appendix 3. Where it can be demonstrated that redevelopment for employment purposes alone cannot be achieved on financial grounds, the Councils expect applicants to consider:
 - (a) Approaching support agencies to see whether additional funding may be available to assist the redevelopment and;
 - (b) Preparing alternative schemes which can deliver some employment floor space on the site.

Mixed Use Developments

61. There may be instances where a site's sole use for employment purposes is no longer viable. In such cases the Councils will expect applicants to have examined the possibility of developing either mixed use schemes, including live/work units, or other elements (including some residential) to cross fund development. Where this can be clearly demonstrated by the applicant/agent, the Council will adopt a more flexible approach and will seek to secure a mix of land uses in some cases. Criterion (d) sets out the approach that will be taken by the Councils when considering mixed use proposals.

Non Business (B use classes) Development

62. Where an applicant has demonstrated the continued use of a site/premises either for solely employment use or a mixed use scheme is not viable, then in accordance with our sequential approach, other employment generating uses not within the 'B uses' of the Use Class Order 2005 will be preferred.
63. If an applicant considers that an employment scheme can only be made viable by incorporating a residential element to the scheme, then it should be demonstrated why a non-residential mixed-use development, including employment floor space, is not feasible on a particular site. The evidence required should include relevant cost information as detailed in this SPD. Where this is satisfactorily demonstrated, residential development proposals will need to show that the resulting residential amenity conditions are satisfactory. There would also need to be no unacceptable impact on the operating conditions of existing and potential businesses at a location by virtue of its potential use classification.
64. Any outline approval granted for residential development on an existing employment site will normally be conditioned to ensure that any subsequent reserved matters conform with the

agreed approach - whether that is in relation to a mixed use proposal or through the conversion for other employment generating uses.

E: Sustainability appraisal and habitats regulations assessment

65. Given the relationship between this SPD, the Core Strategy and the Site Allocations DPDs and the level of Sustainability Appraisal (SA) that these documents have undergone together with the anticipated absence of any significant environmental effects arising from this proposal, an independent SA of this Planning Framework SPD is not required. In addition, the Core Strategy has undergone a Habitats Regulations Screening Assessment to determine the likely significant effects of the plan on sites of international nature conservation importance. Given the SPD is in conformity with the policies contained within the Core Strategy, a full Screening Assessment of this SPD is not required.

F: Monitoring and Review

66. The Councils will monitor the effectiveness of this guidance including Core Strategy key indicators and review as appropriate in the light of its performance and future changes in planning law, and policy guidance.

G: Further Information

67. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see websites for details. Planning Officers will be pleased to provide advice and guidance on planning matters regarding the re-use or retention of employment land. They can be contacted on:

Local Authority	Website	Planning	Economic Development
Preston City Council	www.preston.gov.uk	01772 906949	01772 903606
Chorley Council	www.chorley.gov.uk	01257 515151	01257 515151
South Ribble Borough Council	www.southribble.gov.uk	01772 421491	01772 625455

Appendix 1 – Requirements of a Marketing Strategy

The marketing strategy should bring the availability of the site to the full notice of the local business community, for at least 12 months and should include as a minimum:

- (a) The market price of the site / premises and an indication of this price relative to those prevailing for similar sites / premises in the local market, including details of an independent valuation;
- (b) Details of any reductions in market price made during the course of marketing;
- (c) The marketed use of the site - the Councils will expect employment sites to be marketed in a way that identifies all the options available in retaining the site in employment use and include all employment uses, which could be attractive to the commercial market in that area. This will include, where appropriate; the potential for refurbishment; redevelopment for new employment uses; sub-division, amalgamation or selective demolition, in order to improve the format, layout and access arrangements;
- (d) Details of the site particulars prepared, which should include the following information as a minimum:
 - Good quality internal and external photographs
 - A description of the site / premises
 - The current permitted use and all potential employment uses, subject to planning permission
 - Dimensions of the building / internal rooms / eaves height / door widths, if relevant/gross internal area / total size of the site, including any land. (Note: Any residential element to the property should be removed or subordinate to the commercial particulars.)
 - Extent of site, shown on a site plan
 - Site location, including map – the map extract should show the property in relation to the road network
 - Services e.g. electricity, gas, water and any other relevant information
 - Asking price & tenure – including both leasehold and freehold
 - All restrictions, conditions and covenants
 - Known costs, such as service charges, rateable value and any other known items
 - Terms and conditions associated with the sale
 - Parking availability and access to public transport
 - Contact details for viewing and more information
- (e) The site should be continuously advertised by way of a commercial agent's advertisement board (minimum size 0.5 square metres in area) on each site frontage to the highway throughout the period;
- (f) The site should be continuously included on the commercial agent's website, the Councils' commercial property database/website and commercial property search sites such as Property Pilot, together with the agents own property papers and/or lists of commercial premises. Circulation should be undertaken to other local commercial agents, by way of mail shots and/or hard copies of sales particulars, and circulated again if any significant details change;
- (g) The site should be advertised in the regional and local press, including the property press and specialist trade papers, on a frequent basis (minimum 6 adverts) throughout the twelve months timescale. Please see the checklist in Appendix 2. Details of where and how often the site was advertised, with copies of all advertisements placed, including dates, must be produced;

- (h) A monthly breakdown should be compiled, detailing contact details of interested parties in the property. All expressions of interest / offers received, including rental interest should be shown and progress with negotiations, including any offers rejected and the reasons for this. Where possible the applicant should obtain from interested parties the reasons why they were not able or willing to proceed. It is not sufficient evidence to just quote the number of viewings and generalise on the feedback;
- (i) Details should be shown of any variations in the marketed use of the site / premises that were introduced in the course of marketing;
- (j) Details should be provided of any variation in terms and conditions on which the site is being made available.

Appendix 2 – Marketing Checklist

		Yes	No	Date
1	Contact made with the Council's Planning Policy Department Did the advice request a marketing campaign to be undertaken in line with this document? If <ul style="list-style-type: none"> • Yes – please continue steps below • No – An application can be submitted without following steps below 			
2	Submission of marketing proposals (see Appendix 1) forwarded to the Council's Planning Policy Case Officer for consideration. <i>(the following must form part of your submission)</i>			
a	Site Particulars: Are the following included? <ul style="list-style-type: none"> • external photo(s); description of the site/premises; • current permitted use and potential uses subject to planning; price and tenure; dimensions of: <ul style="list-style-type: none"> • building, internal rooms, gross internal area, size of the total site including any land, services; • restrictions and covenants that may affect the site; • location map extract; contact details for viewings (other relevant information to attract potential commercial investors should also be detailed) 			
b	Advertisement details: <ul style="list-style-type: none"> • A draft advert indicating the size and format together with confirmation of where the advert will be placed and its regularity. • Confirmation of how the property will be advertised including online advertising 			
c	For sale/to let Board: <ul style="list-style-type: none"> • Confirmation that a for sale/to let board will be erected on site 			
d	Evidence based information: <ul style="list-style-type: none"> • Details of negotiations, independent valuation and sales particulars prior to start of campaign. • The method and format of reporting progress of interested parties, copies of advertisements placed and the date of publication. • The methods and format of reporting the final marketing campaign and its results 			
3	Have the above marketing proposals been acceptance been received? Has the start date and length of campaign been confirmed in writing?			
4	Particulars supplied to the Council's Economic Development Team for promotion through the database and websites?			

5	<p>Evidence based information:</p> <ul style="list-style-type: none"> • Submission of final summary of marketing campaign to the Council's Development Management Case Officer for consideration. • Option 1 – pre-application discussions take place (NB: these may involve a fee) • Option 2 – await confirmation that the campaign meets the criteria of Policy 10 before submitting planning application 			
6	<p>Written confirmation received from the Council that the campaign has been undertaken in a manner that satisfies the requirements of Policy 10.</p> <ul style="list-style-type: none"> • If yes, please append all of the above evidence to any future planning application • If no, further negotiations will be required before submitting a planning application. 			

Appendix 3 – Evidence of Refurbishment/Redevelopment Costs Exceeding Returns

The following will be required to demonstrate a case for the costs of refurbishment / redevelopment exceeding the likely returns from the site:

- (a) A full structural survey of the existing premises highlighting the matters that require refurbishment or which are incapable of refurbishment. This survey should be prepared by a suitably qualified professional consultant;
- (b) A survey of the site from an operational point of view indicating any exceptional or site specific costs. These costs to be prepared by a suitably qualified professional consultant;
- (c) A detailed cost breakdown of the works required to refurbish/redevelop the site. These costs to be prepared by a suitably qualified professional consultant;
- (d) Written evidence from 3 recognised separate financial institutions of the likely cost of borrowing over a fifteen year period to fund these costs;
- (e) Written evidence from 3 recognised separate financial institutions that they would not be prepared to advance finance for refurbishment/redevelopment, with the applicant to bear any costs involved in obtaining this information; and
- (f) An indication (in the case of a prospective landlord) that the anticipated rate of return from the premises would not cover the costs of refurbishment/redevelopment;
- (g) An indication (in the case of a prospective owner occupier) that the level of income needed to cover both the costs of refurbishment/redevelopment and other necessary overheads would be unsustainable.

The Councils will seek to verify any such information submitted under these criteria. It is recognised that some of this information is of a confidential nature and the Councils will use best endeavours to ensure that it is not made publicly available or used for purposes other than those set out in this SPD.

Appendix 4 -Definition of Employment Uses within this Document

What is Employment Use?

The B use class employment uses identified in Core Strategy Policy 10 derive from the Use Classes Order Guide (England and Wales) October 2010. These are:

- B1 Business
 - (a) Offices other than A2
 - (b) Research and Development
 - (c) Light Industry
- B2 General Industry
- B8 Storage and Distribution

Consideration will be given to enterprises which provide jobs, particularly local jobs. For example, a pub, which by its nature can provide local and sustainable employment opportunities. Sui generis, (such as warehouse clubs, cash and carry businesses and builders merchants), housing and retail uses are not covered by the definition.

In assessing applications for re-use of employment premises, consideration will be given to the types of employment that the economic indicators show the area most needs, for example, provision of higher value jobs or provision of higher volumes of jobs close to areas of higher unemployment.

Appendix 5 – List of Sites defined as “Best Urban” and “Good Urban”

This Supplementary Planning Document applies to all existing employment premises and sites and those last used for employment purposes as set out in Policy 10 of the Central Lancashire Publication Core Strategy December 2010.

Chapter 9 of the Core Strategy, including Policy 10, refers to sites identified by the Chorley, Preston and South Ribble Employment Land Review 2009 as “Best Urban” and “Good Urban”. A list of those sites is set out below.

Best Urban Sites

Chorley

Group 1, Buckshaw (37)
Southern Commercial Area, Buckshaw (38)
The Revolution (Regional Investment Site),
Buckshaw (39)

Preston

Preston East Employment Area (7)
Millennium City Park (1)

South Ribble

RO Matrix Park (OS2)

Good Urban Sites

Chorley

Botany/ Great Knowley Site, Chorley (1)
Chorley North Industrial Estate, Chorley (3)
M61/ Botany Site, Chorley (2)
Red Bank/ Carr Lane (Duxbury Business Park), Chorley (17)
Ackhurst Park/ Common Bank Employment Area, Chorley (5)
Stump Lane, Chorley (16)
Highfield Industrial Estate, Chorley (4)
East Chorley Business Park, Chorley (9)
Telent Site, Chorley (18)
Standish Street, Chorley (26)
Cowling Business Park, Tincklers Lane, Chorley (28)
Coppull Enterprise Centre, Coppull (31)
Chapel Lane Industrial Estate, Coppull (30)
Chorley Business and Technology Park, Euxton (36)
Euxton Lane, Euxton (40)
Market Street, Adlington (48)
Adlington South Business Village, Adlington (49)
Pincroft, Market Street, Adlington (50)
Railway Road, Withnell (64)

Preston

Ringway/ Falkland Street (78)
Preston Riversway (20)
North Preston Employment Area (30)
Red Scar Industrial Estate???
Roman Way Industrial Estate (18)
Riversway Phase B (25)
Deepdale Street/ Fletcher Street (44)
Unicentre, Derby Street (49)
Winckley Square/ Chapel Street (54)
Walker Street (62)
Winckley Square (SW)/ East Cliff (65)
Winckley Square South and East/ Cross Street (66)
North Road B/ Kent Street (34)
Ribbleton Lane/ New Hall Lane (46)
Tulketh Mill (73)
Croft Street/ Wellfield Road (80)
West Strand/ March Lane (84)
Cottam Hall Brickworks (12)
Cottam Local Centre (13)
Hartington Road/ Fishergate Hill (22)
Bow Lane (27)
Riversway A – Portway/ West Strand (28)
Rough Hey Industrial Estate (2)

South Ribble

Carr Lane, Farington (AS5)
West Paddock, Leyland (AS8)
South Rings, Bamber Bridge (AS1)
Leyland Business Park, Farington (OS6)
North of Golden Hill Lane, Leyland (EMP3/6)
Tomlinson Road, Leyland (EMP4/9)
Baconash Road, Leyland (EMP4/10)
Heaton Street, Leyland (EMP4/11)

Walton Summit (EMP3/1)
Sceptre Point, Bamber Bridge (OS4)
South of School Lane, Bamber Bridge (EMP4/1)
North of School Lane, Bamber Bridge (EMP3/2)
Dunbia, adj. Walton Summit (SS11)
Edward Street/Winery Lane, Walton-le-Dale (SS26)

Appendix 3

RURAL DEVELOPMENT SUPPLEMENTARY PLANNING DOCUMENT (SPD) **Version 8: 300112**

A: Introduction

1. Supplementary Planning Documents (SPDs) were introduced by the Planning and Compulsory Purchase Act 2004 as part of the reforms to the planning system. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan.
2. The Central Lancashire SPDs have been prepared in accordance with the Local Development Regulations (SI 2004.2204) and PPS12, conforming and responding to all relevant local and national policies and is based on a robust and up-to-date evidence base. They form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. SPDs do not seek to allocate land but are to be considered alongside Policy in the Core Strategy and Site Allocations Development Plan Documents (DPDs). Their guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The purpose of this Rural Development Supplementary Planning Document (SPD) is to set out the Councils' approach to development in the rural areas of Central Lancashire. The SPD clarifies the Councils' support for specific initiatives to sustain and encourage appropriate growth in the rural economy, and it aims to ensure that:
 - rural communities thrive as mixed communities where people young and old, on high and lower incomes are able to live in rural settlements;
 - rural economic development is supported and encouraged within clearly defined parameters;
 - development takes place in a way which helps places become more sustainable;
 - existing services in rural areas are supported and maintained.
4. Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

B: Planning Policy

5. Guidance on planning policy is issued by central Government in the form of Planning Policy Statements (PPS). Local Planning Authorities have to take the contents of these Statements into account when determining planning applications and preparing documents for the Local Development Framework.
6. The Planning Policy Statements relevant to the Rural Development SPD are as follows:

- **Planning Policy Statement 1 (PPS1) Delivering Sustainable Development (2005)**: this document sets out the overarching planning policies on the delivery of sustainable development through the planning system. It uses the vision of sustainable development as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." PPS1 is not specific to rural areas but covers development in all areas.
 - **Planning Policy Guidance Note 2 (PPG2) Green Belts (March 2001)**: this document gives a clear definition of the type of development that is appropriate in the Green Belt. Development should retain the open character of the Green Belt.
 - **Planning Policy Statement 4 (PPS4) Planning for Sustainable Economic Growth (December 2009)**: there are two policies on PPS4 which specifically relate to rural areas. Policy EC6, planning for economic development in rural areas, gives guidance on how land should be allocated and used in rural areas. Policy EC7, planning for tourism in rural areas, gives guidance on how tourism can help support local businesses.
 - **Planning Policy Statement 7 (PPS7) Sustainable Development in Rural Areas. (August 2004)**: the section on economic growth has been superseded by the revised PPS4. However the document is still important as it considers community services, housing and the differing uses of the countryside.
7. The Matthew Taylor Report, '**Living Working Countryside**' was published in 2008. It argued that previous practice in planning has failed in its objective to build sustainable communities in rural areas, and it suggested ways in which the Government could change current practice to facilitate development in the countryside where it will help to sustain rural communities. The Labour Government published its response in 2009, which supported many of the suggestions made in the Matthew Taylor report. Some of the findings of this report, such as streamlining the planning system and allowing communities more say in their local area, are picked up by the Coalition Government in the Localism Act.
 8. **The North West Regional Spatial Strategy 2008** is the Regional Plan for the North West to the period 2021 and covers the Central Lancashire area. The Government has made a policy commitment in the Localism Act to revoke the Regional Spatial Strategy.
 9. The **Local Development Framework** is a suite of documents which will, when complete, replace the existing old-style Local Plans as the spatial planning policy documents for the three Central Lancashire councils. The **Core Strategy** is the key document as it sets the overarching vision for the area. It will be underpinned by **Site Allocations and Development Management Policies Development Plan Documents (DPDs)** for each of the three Local Authorities. These documents will include policies and proposals allocating some land for development whilst protecting other areas from inappropriate development. The Site Allocations DPDs will conform to the Core Strategy and, when adopted, will supersede the adopted Preston Local Plan 2004, South Ribble Local Plan 2000 and Chorley Borough Local Plan Review 2003.

10. The particular Core Strategy policies which relate to this SPD are:
- Policy 1: Locating Growth
 - Policy 4: Housing Delivery
 - Policy 8: Gypsy and Traveller and Travelling Show People Accommodation
 - Policy 10: Employment Premises and Sites
 - Policy 13: Rural Economy
 - Policy 17: Design of New Buildings
 - Policy 25: Community Facilities
 - Policy 31: Agricultural Land
11. A fundamental objective of the Core Strategy is to concentrate the bulk of sustainable development within the urban areas of Central Lancashire in order to restrict encroachment into the open countryside. However, the Councils will also support the economic vitality and viability of rural areas by ensuring that development is appropriate to the different types of settlement in the countryside. Policy 1 of the Core Strategy sets out the key areas where growth and investment will be concentrated. Rural areas are defined as those settlements outside of the Preston/South Ribble Urban Area, the Key Service Centres of Leyland, Chorley and Longridge, and the Urban Local Service Centres of Adlington, Clayton Brook/Green, Clayton-le-Woods (Lancaster Lane), Coppull, Euxton and Whittle-le-Woods. In the rural areas, the Core Strategy identifies the following hierarchy of settlements:
- Rural Local Service Centres identified as Brinscall/Withnell, Eccleston and Longton, where growth and investment will be encouraged to help meet local housing and employment needs and to support the provision of services to the wider area.;
 - Smaller villages, substantially built up frontages and Major Developed Sites, where development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.
12. The Green Belt is extensive in South Ribble and Chorley where it washes over the smaller villages, substantially built up frontages and Major Developed Sites. Any development proposals in those areas will be subject to Green Belt policy. The extent of the Green Belt is shown on the Proposals Maps of the Site Allocations and Development Management Policies Development Plan Documents (DPDs) for each Council area (under preparation).
13. Chorley Council has designated part of the West Pennine Moors as an Area of Other Open Countryside, and part of the Forest of Bowland Area of Outstanding Natural Beauty (AONB) lies within Preston City Council's administrative boundary. These areas are excluded from the Green Belt but are protected from unacceptable development which would harm their open countryside and rural character (see above references to the Proposals Maps).
14. Altogether six SPDs are under preparation for Affordable Housing, Design, Controlling the Re-use of Employment Premises, Rural Development, Access to Healthy Food and Open Space, Sport and Recreation. This SPD will fit into the LDF by setting out guidance to ensure the Core Strategy policies and objectives for rural development are clearly articulated.

C: Employment

15. It is important that employment opportunities exist in rural areas firstly, to enable local people to access employment close to where they live, secondly, to help avoid excessive levels of commuting to urban areas and thirdly to ensure that local communities remain vibrant and sustainable. The rural areas in Central Lancashire no longer rely on agriculture as a major source of employment. There is now a much more diverse economic profile and it is important that this is encouraged and supported within the area. The economic activity in the countryside differs from urban areas in that:
- businesses tend to be smaller;
 - many businesses are home based;
 - smaller businesses require premises, rather than land, to start operating or to expand;
 - growing businesses in need of larger premises often have to move longer distances to find suitable premises due to a lack of choice;
 - it is often harder to attract a skilled workforce to rural areas.
16. Employment development proposals should be conveniently located in relation to the surrounding road network, provide a safe access, be adequately serviced or can be serviced at a reasonable cost. Applicants seeking planning permission should also demonstrate that the proposed use would not be detrimental to local amenities and the use of neighbouring land.
17. All planning proposals for employment uses will be assessed for their:
- design, including siting, layout, massing, scale, materials and landscaping;
 - highway access, safety and traffic generation;
 - potential detriment to local amenities; and
 - likely impact on neighbourhood amenities.
18. In order to protect visual amenity, signage should be kept to a minimum. The use of large and/or illuminated signs will not be appropriate in the countryside. Uses that involve outside storage or large numbers of parked vehicles are also unlikely to be acceptable, as again these are likely to be visually intrusive in the countryside.

Small business units

19. The Councils will support the development of small business units in rural areas (mainly use class B1), including farm diversification enterprises, in buildings that are no longer required for their original purpose. This may also include business 'hubs' which encourage the use of shared space such as meeting rooms and offices. Proposals for general industrial development (B2 use) or the storage and distribution of goods (B8 use) will be assessed in respect of highway access, safety, traffic generation, impact on local amenity and neighbour amenity. Noise impact assessments may be required for these uses in certain circumstances. Detailed design guidance on the re-use of rural buildings is contained in the Central Lancashire Design SPD, and any consideration of a planning application will have regard to the impact such development will have on neighbouring properties and the overall character of the locality.
20. Where there is a small home based business, the Councils will where appropriate consider sensitively designed applications for the extension of residential premises for appropriately scaled office or storage space to support existing home working.

Live/work units

21. Live/work units are buildings where parts of the floor space are designed as a small work unit, while the remainder of the space is devoted to living accommodation. The Councils' definition of a live/work unit is a work space that is integrated with a dwelling unit occupied by the proprietor of the work space, with at least 50% of the floor space being dedicated to the work unit. There are two ways that this type of unit can be provided:
- conversion of existing buildings such as farm buildings;
 - new buildings designed specifically for live/work uses.
22. This type of development should have close access to classified roads, and space for parking/deliveries. Someone who lives in the residential part of the unit should be employed wholly or primarily in the workspace provided in the development. The Councils will consider applications for live/work units, whether singly or as a small cluster of units. Any consideration will have regard to the impact that such development will have on neighbouring properties and the overall character of the locality. Live/work units will be controlled by suitable conditions to ensure they are used in accordance with the original consent. Conditions will include occupation restrictions to prevent use as a residential dwelling and a requirement that the property to be inspected to ensure that the layout as a live/work unit has been implemented.

Garden centres and horticultural nurseries

23. The primary activity of a garden centre is the retail sale of goods. They fall within a "sui generis" use, which is outside the more common land uses (including Use Class A1: retail shop) defined in the Town and Country Planning (Use Classes) Order 1987 as amended. Most of the stock at a garden centre will be imported for immediate retail sale. There will often be a wide range of other goods sold, which for the most part are related to gardening activity. Garden centres are characterised by significant areas of outdoor storage, display and car parking.
24. Proposals for the erection of buildings for use as a garden centre or for the change of use of existing buildings and land from nursery to garden centre will not normally be considered appropriate development in the open countryside, but may be more suited to locations on the urban fringe. This is because garden centres require significant areas of land and buildings for the storage and display of plants and goods which have been imported in a "sale-ready" or "near sale-ready" condition. This type of development is contrary to the principle of keeping the countryside open.
25. In considering any garden centre proposals, the Councils' will have regard to any other material planning considerations, including whether there are any particular planning benefits from the proposal, which may justify an exception being made within the policy framework. Consideration will be given to the impact of proposals on the openness of the countryside, the appropriateness of buildings and the proximity to urban areas.
26. In contrast to garden centres, the primary activity of a horticultural nursery is the propagation and nurture of plants, which falls within an agricultural use. Horticultural produce is nurtured until ready for distribution, either wholesale or retail. There may be some directly related ancillary sales, although the range of goods to be sold and the scale of retail activity will be much less significant than in garden centres.

27. Proposals for the erection of new buildings or other forms of development to form new nurseries will normally be appropriate development in the countryside, providing that such proposals are reasonably necessary for the purposes of horticulture. An applicant would need to provide support and justification for such a proposal so that it may be assessed by specialist advice provided by Lancashire County Council Property Group. Such proposals should be sited, and where appropriate, landscaped in order to minimise the impact on the appearance of the countryside. Consideration will be given to the impact of proposals on the openness of the countryside and the appropriateness of buildings.
28. A limited amount of retail sales may be appropriate at new nurseries provided that the goods to be sold are directly related to the propagation and nurture of garden plants and shrubs (e.g. grow bags, seeds, pots, canes and twine) and that the area used for the display of goods for sale (excluding plants and shrubs grown on site) is small in relation to the area used for horticultural activity. Since the Councils' approach is intended primarily to contain the use of buildings to the essential requirements of agriculture, sales activities should be restricted to a small proportion of the overall floor space. Conditions may be imposed on any permission granted to restrict the type of goods to be sold and the physical extent of any retail activity proposed.
29. For all garden centre and horticultural nursery applications, account will also be taken of other impacts such as increased traffic movement along country lanes, parking and deliveries, noise from air cooling systems, additional lighting (e.g. car park lighting) and visual impacts of open storage and car parking.

Farm Shops

30. Farm shops are one means of increasing the commercial success of the rural economy. The Councils will seek to avoid the establishment of shops or road-side sales which may detract from the character of the countryside and result in highway danger. The Councils will consider applications for a farm shop where:
 - the produce sold is mainly grown or reared on the existing farm holding;
 - it involves the conversion of existing farm buildings;
 - the proposal is of a scale appropriate in a rural location;
 - adequate access and parking arrangements are provided;
 - the development can be satisfactorily integrated into the local landscape.
31. Where permission is granted for the development of a farm shop conditions may be applied to:
 - limit goods to those mainly produced on the holding;
 - limit the overall scale of development;
 - require that the shop is not run independently of the farm; and
 - ensure adequate car parking and landscaping.

D: Tourism

32. Tourism is an important component of the Central Lancashire economy, and there are many existing tourism destinations in the countryside. These include Houghton Tower, Samlesbury Hall, Camelot, Beacon Fell Country Park, and various attractions in the West Pennine Moors. In assessing development proposals at these or other sites in the countryside, the Councils will consider matters including the impact on sites of landscape, historical, biological or geological significance, and the movement of traffic on country roads. Any design or siting matters will be considered under the Design SPD, and any matters concerning the historic fabric of a registered heritage asset will be assessed by the Councils' conservation officers in conjunction with English Heritage.

33. Policy 13 of the Core Strategy (Rural Economy) supports proposals for tourism and economic development, including farm diversification, providing they do not undermine the purposes of the Green Belt and the functioning of the network of green infrastructure. Camping, caravanning, bed and breakfast, and holiday cottages provide a variety of accommodation options. Where the Councils permit tourist accommodation, they will expect it to be retained as such and will impose suitable planning conditions to control the use. Occupation will be restricted to prevent use as a residential dwelling. Farm diversification can also include activity centres, arts and crafts shops and wildlife attractions, and these will be treated on their merits by applying planning policies and the principles contained in this guidance.
34. Camping, caravan and chalet sites usually require planning permission. Applicants will need to show that this type of development can be sited unobtrusively and landscaped to minimise impact. Consideration must be given to the impact on neighbouring properties including traffic movement, noise and safety. The provision of services, including fire safety, water supply and sewerage facilities, must also be taken into account. Where planning permission is granted for such a use, it is likely that conditions will be imposed relating to the occupation of the site.
35. Bed and breakfast accommodation may consist of rooms to let within existing occupied dwellings or within previously redundant buildings. Planning permission is only usually required if the essential residential nature of the building is altered, constituting a material change of use. If permission is required the Councils will need to be assured that the essential character of the building and the local environment will be preserved. Adequate vehicular access and off-street car-parking facilities for visitors will be required. Where proposals are at a farm, account should be taken of potential health and safety conflicts with the existing farm business.
36. New hotel buildings and other new tourist accommodation should be concentrated within existing settlements in close proximity to existing services and facilities.

E: Equestrian development

37. Horse riding and other equestrian activities are popular forms of recreation in the countryside that can fit in well with farming activities and help diversify rural economies. There are a number of livery yards within the area, and there may be further opportunities for the development of supporting businesses selling feed, tack or providing facilities for farriers or vets, preferably re-using existing buildings.
38. Most development involving horses requires planning permission. Only the use of land for grazing of horses which are pets, working farm animals or for breeding do not. If land is used for the keeping of horses for recreation/leisure purposes which do not fall into these categories then planning permission is required. The erection of stables and associated facilities on open land also requires planning permission. Stables erected within the curtilage of a dwelling house (i.e. within a garden but not in a separate paddock) for horses kept as "pet animals ...for the domestic needs or personal enjoyment of the dwelling house" have permitted development rights under the Town and Country Planning (General Permitted Development) Order 1995 and planning permission is not required.

39. Commercial equestrian developments include livery uses, riding schools and indoor riding arenas. Large-scale developments of this type can rarely be located satisfactorily in open countryside. They are best located within an existing building complex and as part of a farm diversification scheme. Farm buildings which are no longer required for their original purposes are often suitable for conversion to commercial equestrian use, to avoid the need for new buildings which may be intrusive in the countryside. New buildings will only be considered favourably if the proposal relates to the site's main use and if the building is essential to the operation of the business.
40. In assessing the acceptability of equestrian development the Councils will take the following matters into account:
- **Scale:** a small private development will involve no more than two or three horses. For large scale development proposals the applicant should submit a statement with the planning application detailing why accommodation of the size proposed is required.
 - **Siting:** new buildings should be well related to existing trees, hedges or landscape features, avoiding prominent positions, and generally at least 30 metres away from neighbouring residential properties. There should be proper screening for car and horse-box parking.
 - **Design/materials:** traditional designs will generally be the most appropriate, clad externally in timber and with an internal timber frame, with a maximum ridge height of 3.5 metres for stables. Tack rooms and hay stores should be part of the same building, and each should be of a similar size to an individual stable.
 - **Site treatment:** hard-standing areas, access tracks and sand paddocks should be of the minimum size necessary and should not encroach on the open countryside. Careful consideration will be required for the design of storage or parking of horse boxes on site, and fencing should be appropriate to the local vernacular and not suburban in appearance. Sand paddocks should utilise existing ground levels unless absolutely necessary and should not appear built out of the ground and thus alien to the natural contours of the land. Where a sand paddock needs to be above ground level an assessment of its visual impact would be required and appropriate mitigation incorporated into the design. Floodlighting of sand paddocks and yards is generally inappropriate in the open countryside or near to neighbouring residents. Where floodlighting is proposed, it should be designed to minimise light spillage from the lit area.
 - **Highway safety/bridleway use:** the movement of horses or vehicles resulting from the siting of stables should not create danger to horses and riders, or to other road users. Stables are best sited to have safe and convenient access to the bridleway network or minor roads, although existing bridleways should not become over-intensively used as a result of the development. Wherever possible there should be a designated turning area within the site so that lorries, horse-boxes or towed trailers do not have to be reversed either on or off the highway
 - **Re-instatement:** in order to protect the appearance of the countryside, stables and associated development which are unused for a period of at least six months within 10 years of their completion will be required to be removed from the site (by a condition attached to the planning permission) and the land restored to its former condition.
41. The Councils will require the following criteria to be met in considering applications for developments involving horses:
- (a) the proposal is of a scale and nature appropriate to the character of the site and the ability of the local environment, including the amenity of local residents, to absorb the development;
 - (b) in the case of indoor facilities or commercial stables, the development is within an existing building or forms part of a farm diversification scheme;

- (c) in the case of small, private developments the site should be close to existing buildings and well screened by existing trees or local landscape features;
- (d) the siting, design and materials of the buildings and structures should be in keeping with their surroundings;
- (e) the development would not result in the over-intensive use of the local bridleway network;
- (f) the movement of either horses or vehicles as a result of the development would not prejudice road safety;
- (g) provision for removing any equipment and re-instating the site once its use for horses is not longer required.

F: Community facilities

42. Where a Parish Plan, Neighbourhood Plan or another supporting document has evidenced a local need for community facilities, the Councils will support the principle of providing them, and consider sympathetically the conversion of suitable buildings. The Councils favour community facilities to be in the ownership and control of the local community by such mechanisms as, for example, a Community Land Trust. The Councils will support the provision of community facilities by considering wider the uses of other venues and buildings.
43. Policy 25 of the Core Strategy seeks to ensure that local communities have sufficient community facilities and this includes resisting the loss of existing facilities. If rural settlements are to retain an element of self-sufficiency and remain active communities, it is important that spatial planning policy and practice helps to minimise the loss of commercial, public sector or social facilities. These facilities include:
- Public house
 - Post Office
 - Shop
 - Doctors/dentists surgery
 - Children's nursery
 - Public and private halls/meeting rooms
 - Community centre
 - Place of worship
 - Garage/petrol station
44. When proposals are being considered to change the use of any local community facility the Councils will need to be convinced that it is no longer required, or that adequate alternative arrangements can be made, or the property is in an isolated location remote from public transport routes. The Councils will encourage flexible multi-use of buildings like village halls for training, post offices, doctor's surgeries, and computer-based communication centres.
45. The Councils will require any application for planning permission for a proposed change from a community use in a rural area to be accompanied by a Statement of the Efforts and Proof of Marketing (see Appendix 1). A Statement of Efforts must show that the facility is no longer economically viable, and all reasonable efforts have been made to sell and to let the property as a community facility at a realistic price for a 12 month period. Considerations of economic viability will need to take account of the costs of re-using the premises for the particular community facility.

G: Recreational development

46. The Councils will give preference to town centre locations for leisure and the more intensive sport and recreation developments such as cinemas, restaurants, bowling centres and bingo halls, including the extension of existing facilities. All planning applications for such recreation and leisure developments outside of the town centre and over 2,500 square metres should show evidence of sequentially testing showing that all town centre options have been thoroughly addressed before considering less central sites. Once it has been demonstrated that there are no suitable town centre sites, preference will then be given first to edge of centre and then to out of centre sites and these should be examined before sites outside the urban area are considered. Similarly, rural recreational development that involves the reuse or restoration of existing buildings or the restoration of damaged land, and would not require new buildings in the countryside, should be considered prior to the development of new facilities. Applicants should consider the scale and intensity of use of a proposed scheme, ensuring that activities which attract relatively large numbers of people are readily accessible by public transport, and located within or as close to existing settlements as possible.
47. With evidence of an appropriate sequential test, the Councils will, in principle, support the construction of new essential small scale facilities for outdoor sport and outdoor recreation in the countryside. A sequential test is not required for small scale outdoor sport and recreational facilities such as play areas or football pitches or for recreational facilities such as golf courses or driving ranges which require extensive areas of open space. Buildings should be clustered together to reduce their impact on the openness and character of the countryside and any built features should avoid harm to the local environment or residential amenity (particularly through noise). Proposals should not include any additional associated development above that which is reasonably required for its operation unless existing redundant buildings on the site are capable of providing associated facilities.
48. Where an application does not meet the above criteria an exception may be made if it can be demonstrated that there is a specific proven recreational need in Central Lancashire for the proposed facility and that the proposal cannot be accommodated in a more sequentially favourable location.

H: Re-use, replacement or extension to buildings in the countryside

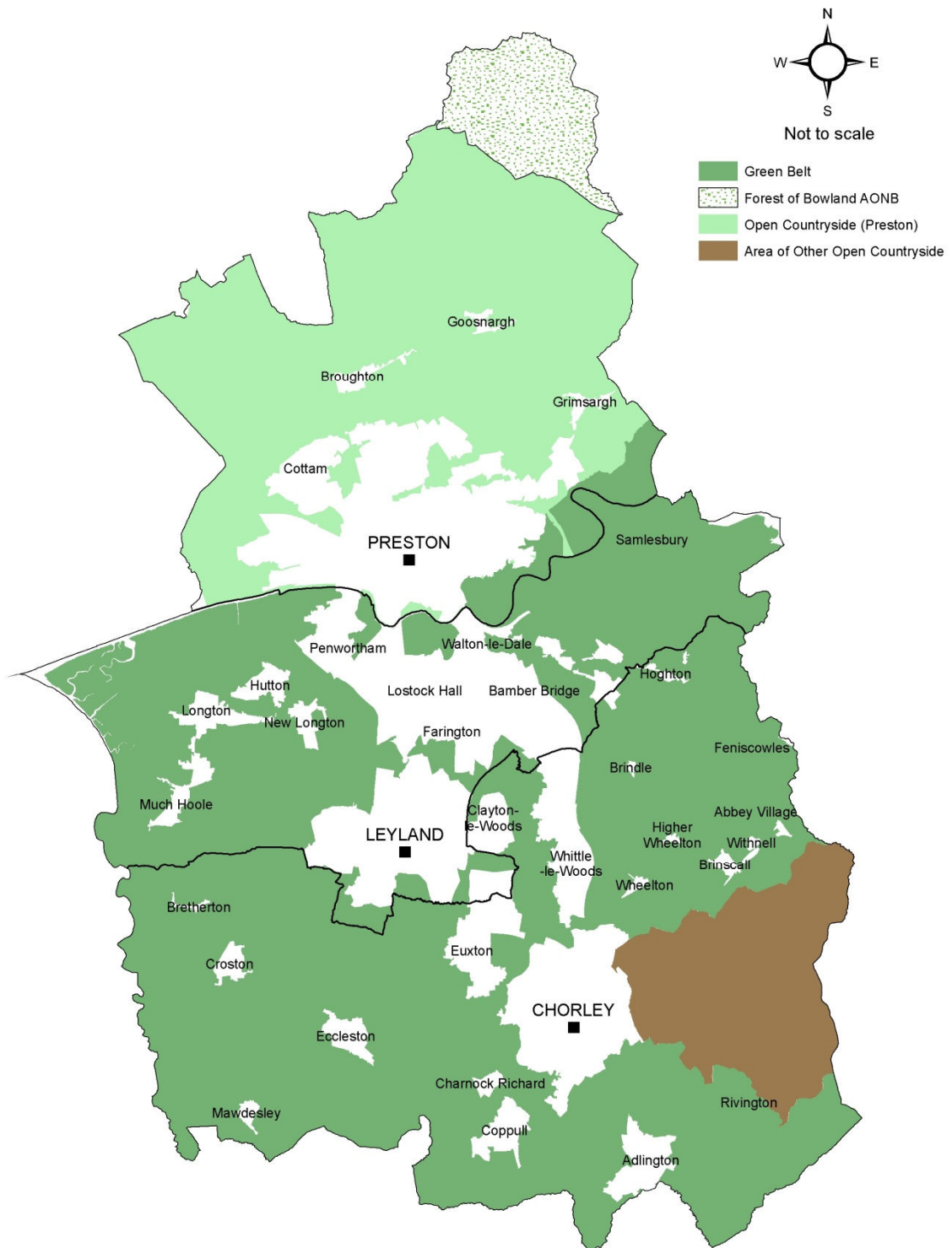
49. Many rural buildings in Central Lancashire that are no longer required for their original purpose could be converted to other uses. Changes in agricultural practices have rendered many traditional farm buildings redundant to their original use. Re-use or adaptation can help reduce demands for new buildings in the countryside and can help conserve traditional buildings that are distinctive features in the rural landscape.
50. For a rural building to be appropriate for re-use, it must be permanent and substantial and should not require significant extension, rebuilding or extensive alteration to accommodate the proposal. The new use should not result in the need to provide an otherwise unnecessary replacement building. Buildings suitable for conversion range from agricultural structures to old mills and pump houses and animal shelters including shippons, stables and cattle pens. These are more likely to have windows and internal subdivision. Modern agricultural buildings are generally not suitable for residential re-use. The same can be said for granaries, large threshing barns, tithe barns and isolated field barns. This is due to their lack of openings and large internal volumes. However redundant modern agricultural buildings could, in principle, be re-used as stabling or exercise areas for horses, or for workshop or storage use.

51. Re-use for business, community or tourism purposes will usually be preferable to residential use because they typically require less alteration. Such uses will be subject to consideration of highways matters, traffic generation, impact on local amenity and neighbour amenity. Where such uses are not feasible, residential conversions may be more appropriate in some locations and for some types of building. In these instances, if the principle of residential use is acceptable, the Councils will require a Statement of Efforts and Proof of Marketing to be produced (see Appendix 1).
52. The conversion of traditional rural buildings to residential use has the potential to fundamentally alter the character of the building (through the insertion of domestic features such as doors, chimneys, porches and windows) and their appearance in the landscape (through the creation of domestic gardens and erection of outbuildings such as garages). Good design can be difficult to achieve and will require a sympathetic approach combined with specialist design and craft skills. Further guidance is available in the Design SPD, and from the Councils' Planning Officers.
53. As a general principle, the Councils will support the replacement of or extensions to dwellings of permanent design and construction in the countryside, but this will be subject to the criteria set out in paragraphs 54-58 and summarised in the table and map, below.
54. Proposals for replacements of or extensions to dwellings in the open countryside to the west, north and east of the Preston built-up area, which have an increase of over 50% of the volume of the original dwelling or the dwelling that stood in 1948, will not be considered favourably.
55. Proposals for replacements of or extensions to dwellings in the Forest of Bowland AONB, which have an increase of over 30% of the volume of the original dwelling or the dwelling that stood in 1948, will not be considered favourably.
56. For dwellings in the Green Belt and the West Pennine Moors Area of Other Open Countryside, the Councils are guided by the advice contained in PPG2 which states in paragraph 3.6:

*“Provided that it does not result in disproportionate additions over and above the size of the **original** building, the extension or alteration of dwellings is not inappropriate in Green Belts. The replacement of existing dwellings need not be inappropriate, providing the new dwelling is not materially larger than the dwelling it replaces. Development Plans should make clear the approach local planning authorities will take, including the circumstances (if any) under which replacement buildings are acceptable”*
57. Proposals for extensions to dwellings in the Green Belt and the Area of Other Open Countryside, which have an increase of over 50% of the volume of the original building that stood in 1948, will be considered inappropriate. Proposals for the replacement of dwellings in the Green Belt or Other Open Countryside, which have an increase of over 30% of the volume of the original building, that stood in 1948 will be considered inappropriate.
58. Replacements or extensions up to these thresholds will be considered but will not necessarily be acceptable for all proposals as compliance with other policies will be required. Applicants seeking to replace or extend a dwelling by more than the above thresholds will need to demonstrate why their proposals are acceptable, as exceptions will require special justification for planning permission to be granted.

Area of Open Countryside within Central Lancashire	Extensions Increase up to (by volume)	Replacement Increase up to (by volume)
Open Countryside to the West, North and East of the Preston built up area	50%	50%
Forest of Bowland AONB	30%	30%
Green Belt/Area of Other Open Countryside	50%	30%

Map of Open Countryside designations in Central Lancashire



I: Sustainability appraisal and habitats regulations assessment

59. Given the relationship between this SPD, the Core Strategy and the Site Allocations DPDs and the level of Sustainability Appraisal (SA) that these documents have undergone together with the anticipated absence of any significant environmental effects arising from this proposal, an independent SA of this Planning Framework SPD is not required. In addition, the Core Strategy has undergone a Habitats Regulations Screening Assessment to determine the likely significant effects of the plan on sites of international nature conservation importance. As the SPD is in conformity with the policies contained within the Core Strategy, a full Screening Assessment of this SPD is not required.

J: Monitoring and Review

60. The Councils will monitor the effectiveness of this guidance including Core Strategy key indicators and review as appropriate in the light of its performance and future changes in planning law and policy guidance.

K: Further Information

61. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see websites for details. Planning Officers will be pleased to provide advice and guidance on rural development. They can be contacted on:

Local Authority	Website	Telephone	Email
Preston City Council	www.preston.gov.uk	01772 906949	devcon@preston.gov.uk
Chorley Council	www.chorley.gov.uk	01257 515151	dcon@chorley.gov.uk
South Ribble Borough Council	www.southribble.gov.uk	01772 421491	planning@southribble.gov.uk

Appendix 1: Statement of Efforts and Proof of Marketing

A suitably qualified person (e.g. chartered surveyor) should prepare the statement of efforts made to market the premises for sale and for let and certify that it has all been done as stated. The statement should include a record of all expressions of interest/offers received and should conform to all of the following:

- The premises have been widely marketed through an agent/surveyor dealing in commercial/ retail property at a price that reflects its current market value for the authorised use for 12 months and that no reasonable offer has been refused.
- The premises have been continuously included on the agent's website, in the agent's own papers and other online websites for 12 months.
- Copies of sales particulars should be sent to the Development Management Section of the Council at the outset a record of all enquiries/offers should be supplied to the Development Management Section.
- There has been an agent's advertisement board on each site frontage throughout the period.
- Show evidence that local property agents and specialist commercial/retail agents have been sent mail shots or electronic copies to find out whether there is demand for such premises in the area.
- Show evidence that local businesses/local community groups (where relevant) have been contacted and sent mail shots or electronic copies to explore whether they can make use of the building (or part of) as alternative or additional accommodation.
- The property has been included in the Evolutive Database (a free service that lists available commercial sites) for the 12 month period.-

The applicant must inform the Economic Development Team at the relevant Council of the sites availability at the start of the marketing campaign. This will allow details to be included in on-line commercial sites and property registers operated by each council, which can be viewed by using the links below:

Preston: <http://www.preston.gov.uk/business/business-property/>

South Ribble: <http://www.southribble.gov.uk/locateinsouthribble>

Chorley: <http://www.chorley.gov.uk/business>

- Show evidence that local landowners and farmers have been contacted to explore whether they have any interest in using the building(s).
- Show evidence that local tourist offices and holiday letting agencies have been contacted to find out whether there is a demand for additional short stay holiday accommodation in the area.

Appendix 2: Glossary of Terms

AONB	Area of Outstanding Natural Beauty – An area with legal protection because of its natural beauty and high landscape quality.
Brownfield Land	Land that is or was occupied by a permanent structure: excludes the gardens of houses and land that has been occupied by agricultural or forestry buildings (see PPS3 Annex B for a full definition).
Central Lancashire	The collective name for the administrative area covered by Preston, Chorley and South Ribble, which is the area covered by this Core Strategy.
Core Strategy	The key overarching policy document in the LDF that other DPD's and SPD's must conform with.
DPD	Development Plan Document - A statutory policy document of the LDF, such as the Core Strategy, Area Action Plan and Site Specific Allocations.
Garden Centre	A large shop, usually with an outdoor area, for the sale of garden plants, gardening tools and equipment, most of which have been imported for sale.
Green Belt	Statutorily designated land around built-up areas intended to limit urban sprawl and prevent neighbouring settlements joining together. There is a strong presumption against inappropriate development. Not all Greenfield land is in the Green Belt. There is no Green Belt land around the north of Preston or east of Chorley Town.
Greenfield Land	Land that is not built on, typically farm land but also playing fields, allotments and residential gardens (see PPS3 Annex B for further details).
Green Infrastructure	Open land in both the natural and built environments, from countryside through to urban parks and play areas that provide a range of functions, such as contributing to biodiversity, alleviating flood risk and provides recreation.
Horticultural Nurseries	Rural business primarily concerned with the propagation and nurture of plants, for wholesale or retail distribution.
Infrastructure	Facilities, services, and installations needed for the functioning of a community, such as transportation and communications systems, water and power lines, and public institutions including schools and hospitals.
LDF	Local Development Framework – is a folder of all the documents that comprise the Local Development Plan and support it – replaces the Local Plan.
Live/Work Units	Buildings where parts of the floor space are designed as a small work unit, while the remainder of the space is devoted to living accommodation.
Major Developed Sites	Those designated in the Green Belt on the Chorley and South Ribble Local Plan Proposals Maps.
Neighbourhood Plan	A community led development plan prepared by a Parish Council or a Neighbourhood Forum, conforming to national planning policies and local policies as set out in the Local Development Framework (LDF).
Parish Plan	A document that sets out how a community sees itself developing over the next ten or more years – often described as a 'shared vision' for the future.
PPG	Planning Policy Guidance notes – have now mostly been superseded by PPS, but provided guidance on a range of topics on how local policies should meet national planning goals.

PPS	Planning Policy Statement - sets out national land use policy in relation to a variety of issues that regional and local policies must have regard to.
Sequential test	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, brownfield land before greenfield sites and town centres before out of centre.
Spatial Planning	Planning (used in preparing the LDF) which goes beyond traditional land uses to integrate policies for the development and use of land with other (non-planning) policies and programmes which influence the nature of places and how they function.
SPD	Supplementary Planning Document - give further guidance on specific policy topic areas such as affordable housing provision, that have been identified in core policy in the Local Development Framework or to give detailed guidance on the development of specific sites.
Statement of Efforts and Proof of Marketing	A statement prepared by a suitably qualified person to demonstrate the steps taken to sell and let a property.

Appendix 4

ACCESS TO HEALTHY FOOD SUPPLEMENTARY PLANNING DOCUMENT (SPD) Version 6: 300112

A: Introduction

1. Supplementary Planning Documents (SPDs) were introduced by the Planning and Compulsory Purchase Act 2004 as part of the reforms to the planning system. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan.
2. The Central Lancashire SPDs have been prepared in accordance with the Local Development Regulations (SI 2004.2204) and PPS12, conforming and responding to all relevant local and national policies and is based on a robust and up-to-date evidence base. They form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. SPDs do not seek to allocate land but are to be considered alongside Policy in the Core Strategy and Site Allocations Development Plan Documents (DPDs). Their guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The Central Lancashire Councils recognise the important contribution that planning can make to improving public health and well being. This includes shaping an urban environment that encourages people to adopt healthier lifestyles. Access to healthier food choices is an important part of this. Tackling the problems of poor diet in some communities is a complex issue and planning alone will not resolve it. However, planning can contribute towards a wider public health strategy which aims to improve people's diets and long term health outcomes.
4. To this end, the Councils have worked with the NHS Central Lancashire and other partners¹ to produce this Supplementary Planning Document (SPD). The purpose of this SPD is to explain the Councils' approach as local planning authorities towards encouraging better access to healthy food. There are two main elements to this:
 - Restricting the development of new hot food takeaways
 - Promoting the creation of more allotments and encouraging community food growing opportunities
5. A separate document has been prepared containing evidence to support and justify the approach to the control of hot food takeaways². Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

B: Planning Policy

6. National planning policy recognises the role which planning takes in better enabling people to live healthier lifestyles. [Planning Policy Statement 1 \(PPS1\): Delivering Sustainable Development](#) states that development plans should aim to reduce inequalities and deliver safe and healthy places to live.
7. [Planning Policy Statement 4 \(PPS4\): Planning for Sustainable Economic Growth](#) states that the Government's overarching objective is sustainable economic growth by promoting the vitality and viability of town and other centres as important places for communities. To do this the Government wants new economic growth and development of town centre uses to be focused in town centres, with the aim of offering a wide range of services to communities in an attractive and safe environment and remedying deficiencies in provision in areas with poor access to facilities.
8. Allotments, community gardens and city farms are part of the broad range of open spaces that are of public value, as set out in [Planning Policy Guidance Note 17 \(PPG17\): Sport and Recreation](#).
9. **The North West Regional Spatial Strategy 2008** is the Regional Plan for the North West to the period 2021 and covers the Central Lancashire area. The Government has made a policy commitment in the Localism Act to revoke the Regional Spatial Strategy.
10. The **Local Development Framework** is a suite of documents which will, when complete, replace the existing old-style Local Plans as the spatial planning policy documents for the three Central Lancashire councils. The [Central Lancashire Core Strategy](#) is the key document as it sets the overarching vision for the area. It will be underpinned by **Site Allocations and Development Management Policies Development Plan Documents (DPDs)** for each of the three Local Authorities. These documents will include policies and proposals allocating some land for development whilst protecting other areas from inappropriate development. The Site Allocations DPDs will conform to the Core Strategy and, when adopted, will supersede the adopted Preston Local Plan 2004, South Ribble Local Plan 2000 and Chorley Borough Local Plan Review 2003.
11. Core Strategy Policy 23: Health sets out various ways in which public health principles and planning will be integrated to help to reduce health inequalities. Of particular relevance to this SPD are:
 - Working with partners, including the NHS and local authority environmental health departments, *to manage the location of fast food takeaways* particularly in deprived areas and areas of poor health.
 - Safeguarding and encouraging the role of allotments; garden plots within developments; small scale agriculture and farmers markets in providing access to healthy, affordable locally produced food options.
12. This SPD is concerned principally with setting out how these aspects of Policy 23 will be implemented.

13. In addition to the Core Strategy, there are a number of “saved” policies in existing local plans that are relevant. These policies will be incorporated in some form in each authority’s emerging Site Allocations and Development Management Policies Development Plan Document (DPD). These local plan policies all pre-date changes that were made to the Use Classes Order in 2005 which created a separate class (A5) for hot food takeaways. Prior to that, takeaways were within class A3.

14. These local plan policies are primarily concerned with the concentration and clustering of non-retail premises in town, district and local centres. Their aim is to protect retail streets from being diluted by too many A2, A3, A4 or A5 uses where this would harm the vitality and viability of the centre, or the shopping character of the particular street. Outside of centres, policies seek to protect residential amenity.

15. The local plan saved policies include:

Chorley Local Plan Review (2003)

- Policy SP4 (Primary Shopping Area)
- Policy SP5 (Secondary Shopping Areas)
- Policy SP6 (District, Neighbourhood and Local Shopping Centres)

Preston Local Plan (2004)

- Policy S3 (City Centre – Primary Retail Frontages)
- Policy S4 (City Centre Shopping Area – Secondary Shopping Frontages)
- Policy S5 (City Centre Shopping Area – Development of Premises outside Defined Retail Frontages)
- Policy S8 (Local Centres – Non-Retail Uses)
- Policy S11 (Hot Food Shops)

South Ribble Local Plan (2000)

- Policy LTC4 (Leyland Town Centre – Criteria for Determining Applications)
- Policy FR1 (Further Retail Policy – definition of district centres)
- Policy FR4 (other retail and commercial development within the existing built up area)

South Ribble Interim Retail Policy (2004)

16. Chorley and South Ribble councils have published “preferred options” development management policies that will replace their local plan policies. Preston City Council is due to publish its preferred options development management policies in the spring of 2012.

Chorley Emerging Development Management Policies

- Policy EP5 (Primary Shopping Area and Primary Frontage)
- Policy EP6 (Secondary Frontage)
- Policy EP7 (Development and change of use in District and Local Centres)

South Ribble Preferred Options – Site Allocations and Development Management Policies (November/December 2011) defers consideration of A5 uses to this SPD.

17. Altogether six SPDs are under preparation for Affordable Housing, Design, Controlling the Re-use of Employment Premises, Rural Development, Access to Healthy Food and Open Space, Sport and Recreation. This SPD will fit into the LDF by setting out guidance to ensure the Core Strategy policies and objectives for access to healthy food are clearly articulated.

C: Restricting the development of new hot food takeaways

Why are hot food takeaways a problem?

18. Obesity is one of the biggest health challenges facing the UK. Currently 2 out of 3 adults are overweight or obese³. There is a clear link between increased body fat (obesity) and risk of medical conditions including Type 2 diabetes, cancer, heart and liver disease⁴. The Government estimates the annual cost of overweight and obese individuals to the NHS to be £4.2 billion, a figure that is predicted to more than double by 2050³.
19. Whilst there are currently no robust measures of the levels of adult overweight and obesity, estimates indicate that the situation in Central Lancashire is reflective of the national picture, with approximately 24% of adults defined as obese⁵.
20. A high number of individuals (some 60,000) in the NHS Central Lancashire area (which includes West Lancashire) have Type 2 diabetes or hypertension which is likely to be attributable to their weight⁶. Preston and Chorley have significantly worse levels of people diagnosed with diabetes than the national average. In Preston, early deaths from heart disease, stroke and cancer are also significantly worse than the national average⁶.
21. There are particular problems associated with obesity and children. Data shows that the levels of obesity amongst children (year 6) in Central Lancashire are similar to the national average⁶. Research indicates that once a child or adolescent develops obesity they are more likely to remain obese through adulthood, have poor health and reduced life expectancy⁷. The proliferation of hot food takeaways in Central Lancashire, especially in proximity to schools, is therefore a cause for concern. Many schools promote healthy eating but these initiatives can be undermined by hot food takeaways within walking distance of schools. As a nation, a high proportion of our food is now bought at hot food takeaways. Meals and snacks eaten outside the home tend to be higher in fat (with about 40% of calories coming from fat)⁸. A report by Consumer Focus (previously the National Consumer Council) found that food from takeaway outlets was often high in fat, salt and sugar and making healthy choices was hard, even for those looking to purchase a healthier version⁹.
22. England's obesity epidemic has attracted considerable policy attention in recent years¹⁰. [*Healthy Weight, Healthy Lives*](#) published in 2008 under the previous government, encouraged local authorities to use existing planning regulations to control more carefully the number and location of fast food outlets⁴.

23. [Healthy Weight, Healthy Lives: a call to action on obesity in England \(2011\)](#)¹¹ sets out the new national ambitions to tackle obesity. In this, the government supports the view that whilst healthy eating is about individual decisions, the environment (and particularly the availability of calorie-rich food) now makes it much harder for people to maintain healthy lifestyles. Hot food takeaways are a source of predominantly high calorie food. The document sets out two new national ambitions;
- A sustained downward trend in the level of excess weight in children by 2020.
 - A downward trend in the level of excess weight averaged across all adults by 2020.
24. The document highlights how local authorities have a lead role in driving health improvements. It also refers to the importance of maximising the contribution of the planning system.
25. The Central Lancashire Partnership Weight Management Strategy¹² sets out the current picture for weight management and obesity in Central Lancashire, illustrates the importance and added value of working together in partnership and details the strategic plan for tackling overweight and obesity. Key actions within the strategy are to restrict the number of fast food outlets and work to encourage healthy catering. Encouraging healthy eating and the achievement and maintenance of a healthy weight is also a priority for the Local Strategic Partnership Health and Well Being Thematic Groups in central Lancashire.
26. Preston was designated a Healthy City in 2009 under Phase V of the World Health Organisation's International Healthy Cities programme. The Healthy City project represents a commitment by the City Council, the PCT and other partners to work together to promote better health, and particularly better equality in health¹³. One of the Core Themes of Phase V concerns healthy living, and the promotion of healthy lifestyles. This includes providing access to healthy food and promoting healthy diets.
27. This SPD is therefore part of a broader strategy to tackle health issues in central Lancashire. Improving health is a cross-cutting theme of the councils' LDF. The Central Lancashire Councils will continue working with partners and the catering industry to promote access to healthy food. This will include collaboration on street trader licensing and premises licensing.

What does planning say about hot food takeaways?

28. Since 2005, the national planning system has made a distinction between a shop (Class A1), a restaurant and café (Class A3) and a hot food takeaway (Class A5)¹⁴. The definition of a Class A5 hot food takeaway is an establishment whose primary business is the sale of hot food for consumption off the premises.
29. Hot food takeaways differ in purpose from restaurants or cafes (Class A3), drinking establishments (Class A4) and shops (Class A1). This SPD specifically applies to hot food takeaways (Class A5).
30. Sometimes the distinction between A3 and A5 uses can be blurred – an establishment may cater for both eating on the premises (A3) and hot-food takeaways (A5). Some retail shops (A1) also sell hot food to take away.

In these cases a judgement has to be made as to which is the primary use and the proposed layouts of such premises usually provide a clear guide as to whether the use will fall into the A3 or the A5 Use Class. In determining the dominant use of the premises consideration will be given to:

- The proportion of space designated for hot food preparation and other servicing in relation to:
 - designated customer circulation space; and/or
 - the number of tables and chairs to be provided for customer use.

31. The Councils will expect the applicant to demonstrate that the proposed use will be the primary business activity. For clarity the table below provides examples, distinguishing between shop types that would either fall within this class or not. This list is not exhaustive.

- Fried Chicken shops
- Fish and chip shops
- Pizza shops
- Chinese, Indian or other takeaway shops
- Kebab shops

- Restaurants/cafés/bistros
- Public houses
- Wine bars
- Night clubs
- Sandwich bars

32. Anyone intending to submit an application for a hot food takeaway is encouraged to read this SPD and contact the councils via the appropriate web site.

- Chorley Borough Council – <http://www.chorley.gov.uk/index.aspx?articleid=595>
- Preston City Council – <http://www.preston.gov.uk/yourservices/planning/planning-applications/>

- South Ribble Borough Council – <http://www.southribble.gov.uk/Section.asp?sectiontype=listseparate&catid=200074>

Please note that there may be a charge for pre-application advice. Details can be found on the above web sites.

33. Planning recognises that hot food takeaways can make a positive contribution to the mix of city and town centre uses. They often provide a popular service to local communities, and can be a source of employment. However, hot food takeaways often dominate the local retail food offer in Central Lancashire's town, district and local shopping centres. Too many takeaways displace other shops and food options, restricting choice and access to healthy, fresh food, which in turn impacts on the health of communities in Central Lancashire.

D: Promoting the creation of more allotments and encouraging community food growing opportunities

Why is food growing important?

34. In recent years there has been an increased interest in food growing, leading to lengthening allotment waiting lists, and new food growing projects being established all over the country. The benefits have long been recognised and include:
- mental and physical health benefits, from eating more fresh food and being physically active outdoors;
 - more biodiversity, as a result of turning barren spaces into green, productive areas, and also often using organic growing methods that attract diverse species;
 - regeneration of derelict or underused urban spaces which can improve the perceived (or actual) safety of an area;
 - more community cohesion, as food growing sites can bring diverse groups of people together around a common interest;
 - the potential for economic development, through learning new skills and exploring commercial options for dealing with surplus produce.
35. Local authorities also have statutory duties for the protection and maintenance of allotments, and must provide allotments under section 23 of the Small Holdings and Allotment Act 1908.
36. Allotments are currently protected by local plan policy, and will continue to be safeguarded in the emerging Site Allocation documents. [The Central Lancashire Open Space, Sport and Leisure Review \(2011\)](#) has assessed provision and has identified that demand for allotments (and perhaps other forms of communal food growing) clearly outweighs the supply. Each authority is looking at ways of improving provision. A separate open space SPD will set out appropriate standards of provision for new developments.
37. Anyone with an allotment should be aware that planning permission may be required to erect a shed or other structure. Further detailed guidance on these matters is available at http://www.wlcvcs.org/images/stories/files/CFG_Planning_Digging_Below_the_Surface_Final_2.pdf
38. The way that food growing can be incorporated into new developments will depend upon a range of factors. These are discussed at paragraph 50 below. The NHS is supporting community food growing projects throughout Central Lancashire, in conjunction with the Lancashire Wildlife Trust. For further information visit http://www.centrallancashire.nhs.uk/your-health/healthy-eating/Community_Food_Growing_Background.aspx

E: The Guidance

Implementation Point 1 – Proximity to Schools

To manage the location of hot food takeaways, planning permission will not be given for new Use Class A5 uses where proposals are located within the 400m exclusion zones around any primary or secondary school and sixth form college (either within or outside Local Education Authority control).

The 400 m exclusion zones are identified at Appendix 1.

39. Where the 400m exclusion zone as identified in Appendix 1 has a boundary that cuts across a building or curtilage in whole or part, for the purposes of this document, that whole site shall be considered to be within the exclusion zone. More detailed maps can be viewed on the Central Lancashire LDF website www.centrallancashire.com.
 40. The three boroughs are saturated with a total of **367** hot food takeaways, the majority (72%) of which are within 400m of schools.
 41. Research indicates that once obesity is reached, it is difficult to treat¹⁵. An obese adolescent is likely to remain so during adulthood, increasing the risk of many serious diseases such as type 2 diabetes, heart disease and reduced life expectancy⁷. In an effort to establish appropriate healthy eating habits and reduce the rate of childhood obesity in the local population the councils are seeking to restrict the number of new hot food takeaways within 400 metres of primary schools, secondary schools and sixth form colleges as this is the standard distance between bus stops and is considered reasonable walking distance. 400 metres is considered to represent a 10 minute walk, taking into account physical barriers encountered whilst walking.
 42. A 2008 report from the [Nutrition Policy Unit of London Metropolitan University](#)¹⁶ found that food outlets in close proximity to, and surrounding, schools were an obstacle to secondary school children eating healthily. Takeaways within walking distance of schools are therefore a contributing factor to the rising levels of obesity in the boroughs. It is for this reason that the exclusion zone is set at 400 metres from secondary schools³.
 43. Whilst pupils in primary education should not be allowed out of school premises during the school day, research has indicated that the most popular time for purchasing food from shops is after school¹⁷. Since not all primary school pupils will be accompanied home, it is deemed appropriate to also apply the exclusion zone to primary schools. This will also support parents accompanying their children home to make healthier choices.
 44. Given the extent of the exclusion zone around schools it is considered unnecessary to implement further buffers around parks, children's centres and leisure centres. The effectiveness and extent of the exclusion zone will be reviewed in monitoring this SPD. This monitoring will take account of any new schools.
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45. For the purposes of this document, the 400m exclusion zone is established from the asset boundary of each Local Education Authority (LEA) school and the assumed boundary of non-LEA schools. Where any minor gaps within the exclusion zones have emerged these are deemed to have been included within the zones in the interests of the integrity of this document.

Implementation Point 2 – Concentration and Clustering

Planning permission will only be granted for a hot food takeaway outside of the hot food takeaway exclusion zones provided that it is located within a defined city, town, district or local centre and it would not result in an over concentration of hot food takeaways to the detriment of the retail function of the centre as a whole.

46. In accordance with Core Strategy Policy 11, current saved policies and emerging development management policies, new retail development is expected to be located in City and Town Centres and the policy seeks to maintain the role of Preston City Centre and Leyland and Chorley Town Centres as the key service areas. However, an overabundance of hot food takeaways, particularly where they form clusters both within and outside of designated centres, can have an adverse impact on the vitality and viability of existing designated shopping centres.
47. Increased numbers of customers around A5 uses, particularly in the late evening when trading activity tends to reach its peak, can lead to problems of disturbance, increased noise and anti-social behaviour. Within town centres and other shopping areas, it is important that such cases do not detract from the centre's primary retail function, or result in a loss of shops to the detriment of local residents. Clustering of hot food takeaways can lead to dead frontages during daytime hours.
48. Where groups of A5 uses develop, they displace other retail shops, breaking up the continuity of the retail frontage. Particularly in the designated shopping centres, such "clustering" can undermine the primary retailing function of these areas, reducing the viability, vitality and general attractiveness of such centres. Consequently, to ensure that shopping areas are diverse and balanced, especially in designated centres, applications for hot food takeaways will be assessed for their cumulative impact.
49. The defined city / town centres are those in accordance with the current Local Plans and any changes to those boundaries as a result of the emerging Local Development Framework. The percentage is based on the measured frontage in relation to both:
- The proportion of non-A1 uses in each identified primary or secondary frontage;
 - The proportion of non-A1 uses across the entire primary frontages, secondary frontages; or

For district or local centres, the percentage calculation is solely based on the proportion of non-A1 uses in the entire shopping area.

Implementation Point 3 – Allotments and Communal Food Growing Initiatives

Communities should be planned to include space for allotments, market gardens and small scale food production.

50. The way that food growing can be incorporated into new developments will depend upon a range of factors. Some developments may have no land available but could consider utilising rooftops, walls or balconies as growing spaces. Some developments may have limited access to land in which case landscaping could include productive plants such as herbs or fruit trees as a minimum. Land within a development that is considered unsuitable for buildings i.e. land susceptible to subsidence, or awkward pockets could be considered for food growing. Residential developments will present a different scenario to commercial or mixed use development, as there is immediately an obvious group of people to grow the food (i.e. residents). In other situations thought will need to be given to the on-going management of the growing space and who will harvest the produce.
51. Further details about developers meeting the requirement for the provision of new allotments will be contained in a separate SPD. This will include detail of the arrangements for the management and maintenance of the allotments.

F: Sustainability appraisal and habitats regulations assessment

52. Given the relationship between this SPD, the Core Strategy and the Site Allocations DPDs and the level of Sustainability Appraisal (SA) that these documents have undergone together with the anticipated absence of any significant environmental effects arising from this proposal, an independent SA of this Planning Framework SPD is not required. In addition, the Core Strategy has undergone a Habitats Regulations Screening Assessment to determine the likely significant effects of the plan on sites of international nature conservation importance. Given the SPD is in conformity with the policies contained within the Core Strategy, a full Screening Assessment of this SPD is not required.

G: Monitoring and Review

53. The Councils will monitor the effectiveness of this guidance including Core Strategy key indicators and review as appropriate in the light of its performance and future changes in planning law, and policy guidance.

H: Further Information

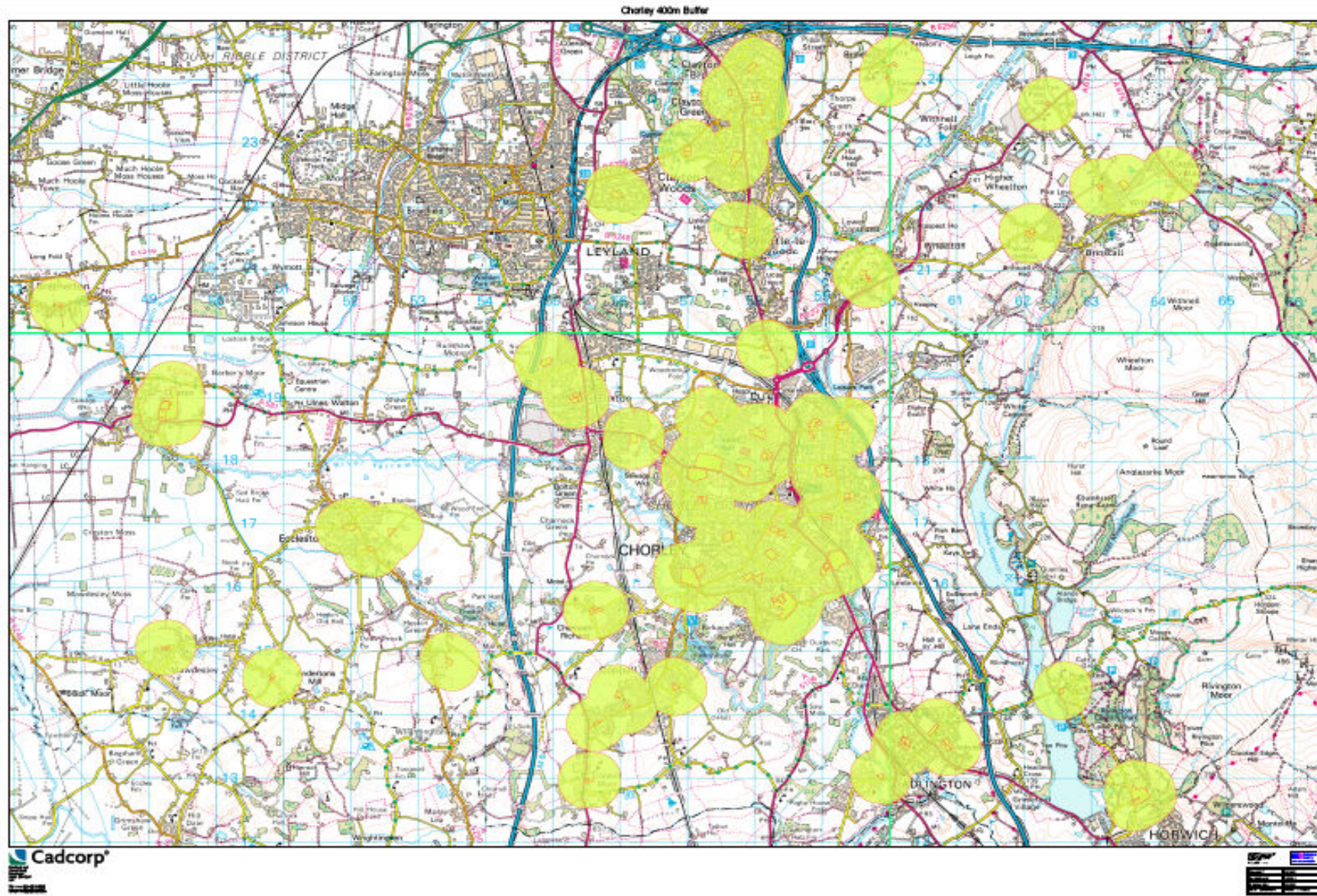
54. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see websites for details. Planning Officers will be pleased to provide advice and guidance on planning matters regarding access to health food. They can be contacted on:

Local Authority	Website	Telephone	Email
Preston City Council	www.preston.gov.uk	01772 906949	devcon@preston.gov.uk
Chorley Council	www.chorley.gov.uk	01257 515151	dcon@chorley.gov.uk
South Ribble Borough Council	www.southribble.gov.uk	01772 421491	planning@southribble.gov.uk

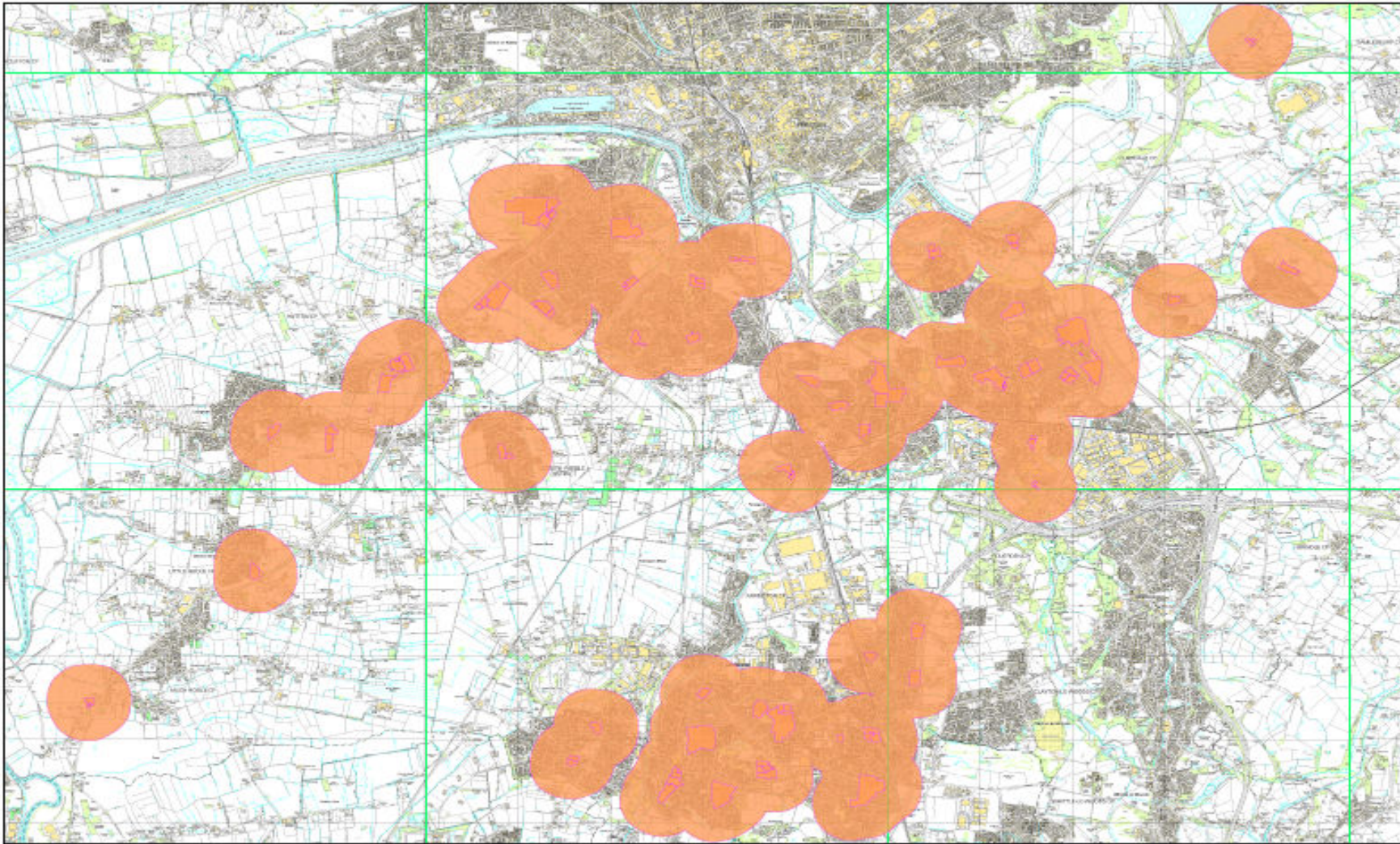
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EXCLUSION ZONE MAPS (400 M AROUND SCHOOLS)



South Ribbles 400m Buffer



Preskon 400m Buffer

