

Central Lancashire City Sub Regional Strategy

Draft Report

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1 Introduction

- 1.1 The Central Lancashire City Sub Regional Strategy (hereafter, the Sub-Regional Strategy, or *Strategy*) has been commissioned by a Partner Group comprising Preston City Council, South Ribble Borough Council and Chorley Borough Council.
- 1.2 The Strategy covers the geographical area of Preston, east Fylde, South Ribble and Chorley (see figure 1), but it also takes account of impacts across a wider area of influence (including Blackpool and East Lancashire). The intention is that the benefits of this strategy can be shared across the whole of the Central Lancashire City Region.
- 1.3 The Strategy represents a medium to long term spatial strategy for the Core area, which will inform strategic policy development at the regional and local level. This includes, the Regional

Spatial Strategy, Regional Economic Strategy, the Northern Way Growth



Strategy City Region Development Programme (NWGS CRDP), Regional

Figure 1: The Central Lancashire City Sub Regional Strategy

Housing Strategy, Local Development Frameworks and Local Economic Strategies.

- 1.4 The Strategy is also being prepared in response to the First Detailed Proposals for a Central Lancashire Sub-regional Strategy prepared by the Joint-Lancashire Structure Plan authorities of Lancashire County Council, Blackburn-with-Darwen Borough Council and Blackpool Borough Council. It is the view of the Core area authorities that the First Detailed Proposals do not adequately address the key issues facing the sub-region or the potential for economic growth that clearly exists that would have a positive impact across the whole of Lancashire.

Purpose of the Strategy

- 1.5 The Strategy was commissioned to further understand the dynamics of the Core area. Accordingly, the objectives

of the Strategy have been established as:

- **UNDERSTANDING THE ECONOMIC DRIVERS THAT WILL INFLUENCE THE FUTURE DEVELOPMENT OF THE CORE AREA**
- **UNDERSTANDING THE DYNAMICS OF THE HOUSING MARKET WITHIN THE CORE AREA**
- **RAISING THE PROFILE OF THE CORE AREA WITHIN THE CITY REGION WHICH SHOULD BE ADDRESSED IN SUB-REGIONAL POLICY**
- **EXPLORING STAKEHOLDERS' (BOTH INTERNAL AND EXTERNAL) ASPIRATIONS FOR THE CORE AREA**
- **UNDERSTANDING THAT THE OPPORTUNITIES PRESENTED**

IN THE CORE AREA SHOULD BE REALISED FOR THE BENEFIT OF THE WIDER CENTRAL LANCASHIRE CITY REGION

- **GENERATING AND APPRAISING THE OPTIONS FOR THE SUSTAINABLE SPATIAL DEVELOPMENT OF THE SUB REGION IN THE FUTURE**

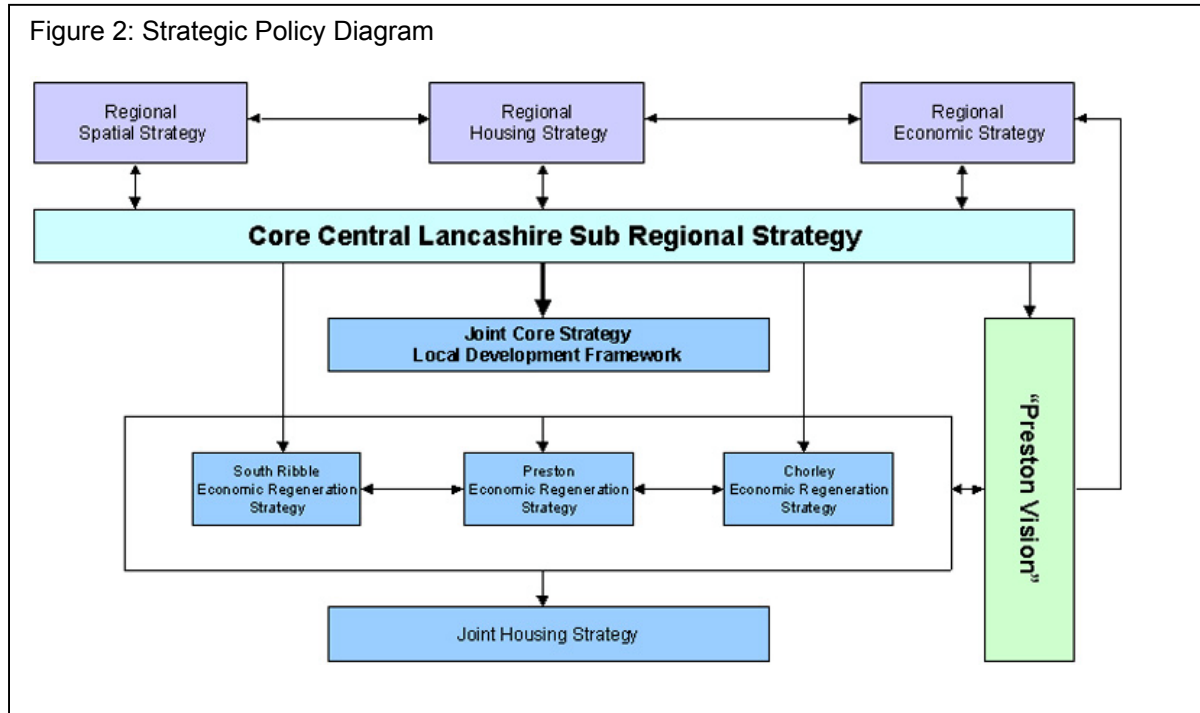
1.6 The approach adopted reflects the sub-regional nature of this Strategy. It is important to recognise that this is not a study of the local authorities in isolation, but more a focus of the inter-relationships and dynamics that define the whole of the sub-region. The level of detail arising from the Strategy will be addressed at the local level through the Local Development Frameworks and Local Economic Strategies of the three authorities.

1.7 The purpose of the Strategy is to inform the development of more detailed local policy across South Ribble, Preston and Chorley (figure 2).

1.8 Preston Vision was established by the Northwest Development Agency and this provides a joint economic vision for the future of investment and development in the Core area. A number of priority projects have been defined of sub-regional significance that will raise the economic output of the Core area as a whole.

1.9 The Core Strategy provides the spatial framework that will ensure that opportunities defined in the Preston Vision strategy are delivered alongside the principles of sustainable development.

1.10 The purpose of the Strategy is to also inform the development of regional spatial, planning and housing policy.



Strategy Approach

1.11 The Study has progressed over a eleven-month period between May 2005 and April 2006. Within this, a number of broad stages have been undertaken:

- an extensive consultation programme (figure 3) at the outset

of the study, in order to understand stakeholders views of and aspirations for the sub-region;

- an analysis of the key economic drivers of the sub-region through an examination of key trends and an insight into future economic considerations

- an in-depth analysis of the nature of the sub-regional housing market, in terms of population and migration flows and the changing nature of housing demand and supply;
- an understanding of how the sub-region functions in terms of travel to work patterns and an assessment of the potential for increasing transport accessibility throughout the sub-region;
- the generation of a series of scenarios for economic growth and their analysis in terms of the current housing land supply; and
- employment land supply, and the spatial implications arising from these scenarios.
- undertaking of a sustainability appraisal of the Sub-Regional strategy.

Figure 3: Stakeholder Consultation

North West Regional Assembly	Northwest Development Agency
Government Office for the North West	English Nature
Environment Agency	Countryside Agency
English Heritage	Highways Agency
Lancashire Economic Partnership	University of Central Lancashire
Elevate	CPRE
Lancashire County Council	Blackpool Borough Council
United Utilities	BAe

1.12 The scenarios for growth have been defined in the Strategy. The objectives and sustainability development principles set out in the draft Central

Lancashire City Sub-Regional strategy and the preferred option identified in the strategy, the 'extrapolated past trend' have undergone a sustainability appraisal.

1.13 In accordance with European Directive 2001/42/EC, a Strategic Environment Assessment (SEA) is required to assess the effect of plans which 'determine the use of small areas at a local level'. In interpreting the Directive, GVA Grimley, see the Central Lancashire City Region Sub Regional Strategy has a large area with no specific proposals. In support of the interpretation that GVA Grimley have taken, Section 39 (2) of the Planning & Compulsory Purchase Act 2004 specifies that sustainability appraisals are mandatory for RSS or Development Plan Documents, however it does state that Sub-Regional strategies are not subject to the SEA Directive.

1.14 ODPM takes the view that the Regional Spatial Strategy has one sustainability appraisal and that Sub-Regional studies should feed into this. The advice that comes from Office for the Deputy Prime Minister recommends that some SA work be undertaken to support the work. Based on this guidance and on the basis that the Sub-Regional Strategy will inform the Regional Spatial Strategy, which is subject to the SEA Directive a sustainability appraisal was undertaken of the Sub-Regional strategy.

1.15 This document must be read alongside the evidence base contained within the Audit and Analysis Report and the Sustainability Appraisal report.

2 Characteristics of the Core Area

- 2.1 The core area at the heart of the county has a rich historical legacy which it shares with the rest of Lancashire. More recently, however, it has benefited from the development associated with the Central Lancashire New Town which left a legacy which has been able to help shape what is a truly economically dynamic area. Investment in the New Town over a sustained period of time has provided the conditions that has facilitated a period of economic growth that the Core area is displaying today.
- 2.2 Furthermore, the Core area has performed an important social function in providing housing for those most in need (many from blighted inner-city areas), providing lasting employment within a high quality environment.

Settlement Geography

- 2.3 The Core area lies at the heart of Lancashire geographically and contains the major conurbation of Preston and urban areas of Chorley, Leyland and Bamber Bridge. Blackburn-with-Darwen borders the core study area to the east and the Fylde coast to the west. On a larger spatial scale, the two conurbations of Merseyside and Greater Manchester lie to the south and south-east respectively. The Forest of Bowland, an area of outstanding natural beauty lies just north east of Preston, whilst the Lake District national park is to the north.
- 2.4 The Core area is served by highly accessible transport infrastructure, with Preston acting as the hub for the county of Lancashire, where the M6/M61/M55 and M65 motorways converge. Preston is served by the West Coast Mainline connecting the Core area with London and Glasgow.

The strong communications linkage is reinforced by the proximity to Liverpool, Manchester and Manchester International airport. It is this level of connectivity by road and rail systems, which offers significant potential for further investment and development in the area.

- 2.5 The population of the Core area is some 339,600, which is an increase of almost 8% since 1981. Preston has the greatest population of the three local authorities at 130,200 (2005). The county of Lancashire has a population of 1,293,000 (2005), which represents a net population increase of almost 4% since 1981 (compared to a net loss for the North West region as a whole of -3%).
- 2.6 Preston is the dominant centre within the Core area, situated on the river Ribble. The Ribble acts as the administrative boundary between Preston and South Ribble Councils, yet this is an 'artificial' boundary, as

the built urban area from Preston City Centre through Penwortham and Bamber Bridge (both in South Ribble) is largely contiguous.

2.7 Today, Preston is emerging as a new economic force. It has overcome and survived the decline in manufacturing employment that has affected other parts of Lancashire and the North West. Preston displays a critical mass of employment in those higher-value sectors that are or have been growing nationally, specifically computing, business services, retailing and finance. This has not been the case in other areas of Lancashire, or the North West, which have not been able to offset the decline in manufacturing to anywhere near the same extent.

2.8 The presence of the University of Central Lancashire in Preston offers a significant driver for economic growth in the Core area. In terms of student numbers, the 35,000 students make it the fifth largest Higher Education

institution in the country. In terms of courses and research programmes, the University is increasingly aligning its knowledge base towards some of those sectors that have made the Core area prosper in recent years. It employs over 3,000 people and, in some ways, demonstrates the way that the knowledge economy operates in that its highly skilled employees commute to the University from East Lancashire, the Fylde, Greater Manchester and Merseyside, spreading their spending across the county and region.

2.9 The town of Chorley is located to the south east of Preston towards the southern extent of the core area boundary. Chorley is dominated by the service sector alongside manufacturing and retail industries. Some of the sub-region's most high-skilled and high value companies can be found in key sectors such as high-

tech engineering, software, digital design, testing and automation.

2.10 Given its proximity to the major employment centres of Manchester, Liverpool and Preston and the relative accessibility, the large rural areas of Chorley have provided an attractive residential location for high-income earners. This brings valuable income spend on retail and services to the borough even though almost 50% of the resident population travel outside of the borough to access job opportunities. This is an unsustainable position. Affordability also remains a key issue, particularly in rural areas.

2.11 The major settlements of South Ribble include Bamber Bridge and Leyland which are around four miles to the south of Preston City Centre, and which form one contiguous settlement. Over 14,750 commuters travel to work from South Ribble to Preston daily.

2.12 South Ribble's economic strength has traditionally been based on the light engineering and motor vehicle industries, including the world renowned 'Leyland Motors' and Leyland Trucks. Manufacturing, and particularly advanced manufacturing, remains an important sector within South Ribble, with major employers including British Aerospace at Salmesbury.

A Highly Contained and Functional Core Area

2.13 Preston is at the heart of the Core area and wider Central Lancashire City-Region, where 560,000 journey to work trips that began and ended within Lancashire, approximately 75,000 trips (13%) were destined for Preston. This is a clear indicator of Preston's economic primacy. By comparison, Blackburn attracted 10% of all trips (56,028) and Blackpool 10.5% (59,900) and Burnley 6.5%(37,432).

2.14 This functionality is also strongly supported in terms of migration flows. There is a stronger relationship between Preston and (particularly) South Ribble and Chorley than with either the West Lancashire or East Lancashire sub-areas.

2.15 This is important in terms of policy development as Lancashire in housing market terms should not be considered as a coherent whole, but as a typology of three specific sub-markets of which the interaction between them is negligible.

Economic Profile

2.16 The existence of a Core Area focussed on Preston, is further supported when considering the economic profile of the sub-areas within Lancashire. Both the core area and East Lancashire are broadly similar in size in terms of productivity (GVA currently around £6.5bn). However, due to structural differences between the respective

economies, the gap between the Core Area and East Lancashire is set to increase where the Core Area posts an economic growth rate in line with the national profile, East Lancashire falls some way behind.

2.17 This is not to say that the 'two' economies of the Core area and East Lancashire operate in isolation from each other. Indeed, there is actually a strong correlation at the sector level between both economies, particularly with regard to advanced manufacturing. This could be interpreted as an indication of intra-sub-regional supply chain linkages.

2.18 However, it is apparent that there is a significantly marked difference in the performance of both economies and a difference in their prospects going forward, particularly in employment terms. The evidence clearly highlights that: the Core area demonstrates a significant 'competitive advantage' across the high growth sub-sectors;

whilst East Lancashire displays an economy which in the majority cases falls behind the regional benchmark.

2.19 Put simply, the Core area is expected to be exploiting its industrial mix and competitive advantage whereas East Lancashire is lagging behind.

2.20 Given this, the Strategy recommends an appropriate policy response for the Core area that enables it to capitalise upon its true economic growth potential in a sustainable way, which given the projected employment trends, will be to the benefit of the rest of Lancashire. This is not to suggest that investment in East Lancashire will not be needed, but it is clear that if Lancashire and indeed the rest of the North West is going to achieve its full potential then it must exploit the economic opportunities evident in the Core area and facilitate the spread of the consequent benefits to the whole of Lancashire. To fail to exploit these

opportunities will be to the detriment of the whole of Lancashire.

2.21 The considerable economic growth potential of the Core area is perhaps viewed in terms of its relationship with the Manchester and Merseyside City Regions. Although it is much smaller in population terms, the growth profile of the Core area in terms of employment and productivity is demonstrably more growth oriented. It has been outperforming its peer areas and the national average by approximately twice the rate of growth between 1990 and 2004. In terms of forecast employment growth to 2015, both the Core area and the Manchester City Region will post above regional average growth but this is not the same for the Merseyside City Region.

A Structured Retail Approach

2.22 Inevitably, given the growth characteristics and high value added nature of the economy, Preston has

huge potential as a retail centre. It is clearly the major retail centre for Lancashire and the Tithebarn development, which has received support from NWDA and Lancashire County Council, will re-emphasise this by bringing further major investment to the centre of Preston. Already, it has the greatest total catchment spend, at over £406million. Blackpool generates £358million, Blackburn generates £316million and Burnley generates £306million. Chorley, as a second tier retail destination, generates over £122million.

2.23 The degree of interaction between the retail centres, or the extent to which the centres within Lancashire compete for retail spend, is actually very limited, reflecting the lack of interaction evident in travel to work and migration patterns.

2.24 That Lancashire possesses a dominant centre such as Preston is a positive attribute for the wider sub-

region. Given the planned level of development in Preston, it will begin to provide a viable alternative to shopping destinations such as Manchester or the Trafford Centre. Commercial reality is such that Blackpool, Blackburn and Burnley will not compete at this level of higher order centres, but continued investment in their town centre retail offer will be very important to their future economic and social viability.

2.25 Chorley performs well and fulfils its role within the hierarchy as an important market town within Lancashire. The Lancashire Shopping Study found that on a quantitative basis, Chorley was the second best performing centre of the 'Tier 2' towns, exhibiting high turnover levels and high average sales density. The town's catchment is very localised, with the vast majority drawn from within Chorley Borough and South Ribble Borough.

The Case for Regeneration

- 2.26 Despite the successes of the Core area in terms of the overall level of economic growth, there are clearly areas of deprivation evident within the sub region. This is particularly the case in East Preston, but pockets of deprivation can also be found within Chorley and Leyland.
- 2.27 The causes of deprivation are multifarious but the root causes of which need to be tackled if the Core area is to achieve higher levels of economic growth. The Strategy therefore is also concerned with creating sustainable communities and ensuring that the opportunities created are to the benefit of those in need.
- 2.28 Through appropriate investment in education and skills, enterprise and accessibility, exploiting the growth potential of the Core area should be to the benefit of those deprived communities throughout Lancashire.

Strengths, Weaknesses, Opportunities and Threats

Strengths	Weaknesses
<ul style="list-style-type: none"> • at the heart of Lancashire – Preston acts as the ‘hub’ for all communication flows throughout Lancashire (75,000 journey to work trips into Preston); • access to major centres of London, Manchester and Glasgow via rail and serves Manchester / Manchester Airport by good road links; • a highly functional and self-contained area, in which 84% of all journey to work movements and over 70% of migration flows are contained; • increasing population since 1981 (over 8%) set against a population decline in Northwest of 3% since 1981; • projected economic growth to 2015 will track the projected long term UK average growth, in excess of the projected regional and Lancashire rate; • economic structure aligned with higher value sectors that are growing nationally (computing, business services and finance) and advanced engineering, software and digital design; • major investment at Strategic Regional Sites at Cuerden (South Ribble) and ROF (Chorley) being delivered; • University of Central Lancashire (5th largest University in the country) providing a highly skilled population; • retail catchment spend in Preston of £406million, emphasising its position as the principle retail centre with Lancashire, with further planned investment (£500million) via Grosvenor at Tithebarn; • continued investment in Chorley town centre (Deutsche Bank) • close proximity to environmental assets of national significance. 	<ul style="list-style-type: none"> • existing planning policy context across Lancashire does not recognise the economic potential of Core area; • current leakage of graduates from UCLAN out of the area, (though evidence of later returning to live); • current congestion at pinch points in and out of Preston, and particularly within the South Ribble area – River Ribble forms a major barrier to traffic movements; • current high car usage and impacts of new development then many road links will be approaching capacity during peak periods; • public transport usage from within the Core area and into Preston is low; • significant areas of deprivation and housing market failure within Preston east and pockets of deprivation within both Chorley and Leyland; • green belt designation between the urban areas of Preston and South Ribble, south of the River Ribble.

Opportunities	Threats
<ul style="list-style-type: none"> • at the heart of the Central Lancashire City Region and future investment planned under the Northern Way; • Preston recognised alongside Manchester and Liverpool in the draft Regional Economic Strategy; • increasing political / administrative alignment and spatial / transport planning across across Chorley, Preston and South Ribble; • recognising Preston and South Ribble as a unified urban area, bound together by the River Ribble; • forging closer links with other Lancashire sub-regions – Blackpool centred West Lancashire and East Lancashire; • expansion of Blackpool airport as a driver of economic growth across West Lancashire; • BAe are successful in winning the new investment contract to be supplier to US air-forces; • University of Central Lancashire aligning curriculum with local sectors and as economy matures, increased graduates being retained in Preston / Core area; • bringing forward employment site at Preston East to complement Cuerden and ROF Strategic Regional Sites; • Preston becomes a viable shopping / leisure alternative to Manchester, Trafford Centre and Liverpool; • retail investment in other Lancashire centres (Blackpool, Blackburn and Burnley) complement the planned investment in Preston and together, help to contain retail spend within Lancashire; • housing investment focussed on providing for higher skilled/ income earners and also introducing City Centre living; • increasing public transport throughout the Core area and into adjoining sub-regions (particularly East Lancashire) 	<ul style="list-style-type: none"> • continuation of current planning policies across Lancashire and those applied to Core area will inhibit the economic growth potential of the area; • that BAe are unsuccessful in their bid to be preferred supplier to US-forces and associated major job losses; • economic growth does not benefit the residents of the Core area, and spiral of deprivation worsens; • labour supply constraints (skills, deprivation) constrain further economic growth; • national down-turn in manufacturing employment impacts upon the Core area (but to much worse effect in East Lancashire); • worsening of congestion at pinch-points in and out of Preston, as economy grows and attracts more in-commuters; • that road links reach full capacity in the next few years during peak periods, thereby constraining future growth potential; • environmental constraints, particularly from flooding, constraining development opportunities; • housing market failure in Preston and East Lancashire acts as a constraint upon economic growth prospects.

3 The Spatial Strategy

Objectives of the Strategy

3.1 The objectives of the Strategy are:

- for the Core area to maintain its rate of recent economic growth and develops the skills within its latent workforce that will enable the continues growth and expansion;
- for the needs and requirements of the Core area’s key sectors to be met by a supportive and enabling economic, education and planning framework, particularly (but not exclusively) for the needs of the aerospace industry in the Core area;
- for all new development to be located within, or in close proximity to, the principal urban centres of Preston, Leyland and Chorley, and that such development contributes

to and supports the urban renaissance of these centres;

- for the economic growth prospects of the Core area to be fully maximised to the benefit of communities across the Central Lancashire City Region;
- for a commensurate increase in planned housing provision in the Core area, to provide for sustained economic growth, providing for the needs of higher income earners and for City Centre living;
- for the retail offer of the Core area to provide a viable shopping and leisure alternative to Liverpool and Manchester and to complement the planned retail investment in other centres across Lancashire; and
- to meet existing infrastructure and transport needs, thereby reducing congestion within the Core area,

by investing in new and improved infrastructure to overcome barriers, particularly public transport and specifically addressing the barrier created by the River Ribble.

An Opportunity for the Central Lancashire City Region

3.2 The evidence presented in the previous section, and indeed presented as part of the Audit and Analysis report, paints a profile of the City Region as an area in which currently there are three separate sub-regional areas functioning, with very little interaction between.

3.3 The strategy for the Core area represents the latest in a series of detailed studies and strategies prepared for the wider City Region including the Transformational Agenda for East Lancashire¹ and the Blackpool

¹ Elevate East Lancashire A Transformational Agenda for East Lancashire

masterplan. The strategies for the respective areas point towards a complementary functionality between the three areas, based upon:

- Blackpool - an ambitious urban renaissance that will transform the resort physically and in spirit, and create a year round entertainment destination of national and international significance².
- East Lancashire – a transformational regeneration agenda focussing on the integration of education, health, housing, communities and the environment, of diversifying the local economic base and forging links to stronger economies and employment opportunities within the City Region and in other City Regions.

- Core Central Lancashire – a dynamic, economic engine of higher value growth opportunities and employment generating potential.

3.4 The opportunities presented across Lancashire are complementary, not competitive. Economically, the whole of the Central Lancashire City Region would perform at a much higher level if these complementary functions were recognised and planned for appropriately.

3.5 However, the Strategy for the Core area is not planning to retain the status quo whereby the three sub-areas remain divorced from each other. By focussing upon the tangible economic opportunities for job creation within the Core area, the Strategy proposes that those who live in East Lancashire and the Fylde Coast will begin to access the job opportunities created in the Core. This will particularly be in such

sectors as office based employment (professional, computing and business services), retailing and advanced manufacturing, in which the Core area has a competitive advantage. These are the projected dynamic growth sectors for Lancashire and their future sustainable growth will depend on more integrated labour market and travel patterns emerging across Lancashire.

3.6 In order for residents throughout Lancashire to access the job opportunities created in the Core area requires an integrated response on behalf of education and skills providers, to ensure that the supply of skilled labour meets the demand that exists.

Locations for Growth

3.7 In achieving the above stated objectives, future development will be focussed according to the following:

² Blackpool URC Blackpool Resort Masterplan

Chorley

- to grow through strengthening and extending its role as a market town, including a step-change in improvements to the retail and leisure function of the town centre, by taking advantage of the catchment population and providing a diverse retail and leisure (including niche) offer, to complement that of Preston;
- improved linkages between the town centre and the new Buckshaw urban village / Royal Ordnance Regional Investment Site;
- to take advantage of its connectivity within the North West, and the key economic growth drivers of Liverpool, Manchester and Preston;
- to secure future employment growth within the borough, though

the provision of new employment sites in accessible locations, particularly along the M6 and M61, in order to stem the outflow of employment from the borough;

- to provide a high quality of life for its residents, including the continued provision of higher value housing, alongside a more balanced housing offer.

Preston City Centre (including Bamber Bridge)

- in spatial planning terms, this becomes one contiguous urban area, where the River Ribble forms a unifying feature, rather than a barrier, with the focus on the urban regeneration of the City Centre;
- the broad area between Blackpool Road in Preston to the north and the A582 in South Ribble will become the principal focus for investment resources throughout

the Core area, including the review of green belt boundaries south of the River Ribble, through the Local Development Framework process;

- all future investment will be channelled to support the transformation of the City Centre so that it becomes a 21st Century city of European significance – as a commercial centre, as the principal centre for retail, leisure and cultural destination, and as an area offering vibrant City Centre living; and
- investment in the transport infrastructure within this area will be a regional priority, as improved links are forged within the Core area, to adjacent centres within the wider City Region and to other major regional and national centres.

Preston East

- this is defined as the broad area centred upon the A59 into Preston and the focus for socio-economic regeneration resources to tackle the multifarious problems of deprivation that exist; and
- housing market renewal and the strengthening of local centres will be the main priority for this area, with a mix of redevelopment, refurbishment and environmental improvements, implemented with the aim of creating a more sustainable community

Preston North

- the strategy for the area to the north of Blackpool Road will be focus on the consolidation of the existing urban fabric and where future residential development will be delivered in a phased sequence, which does not

undermine the priority renaissance of the City Centre.

Leyland

- the focus of development will be on consolidation around the town centre, with a particular focus on the retention of its identity;
- resources will be targeted at raising the investment profile of the town centre, through all sectors of employment, retail and leisure; and
- high quality housing, including a mix of high value and affordable housing.

Local Centres

- consolidation through sensitive development that meets the needs of communities, will be focussed in the following centres:

- Grimsargh, Cottam, Penwortham, Euxton, Coppull, Adlington

3.8 The strategy for development within the ‘locations for growth’ outlined above will be in providing for a range of high quality, well designed housing in sustainable locations. The importance of linking residential development with place of work permeates throughout the spatial strategy.

3.9 Reinforcing existing urban centres is the central theme of the spatial strategy. This is where the greatest opportunities for economic growth occurs, but also where the greatest need arises.

3.10 New development will take place on previously developed land where possible, but given supply constraints in the Core area, particularly in Preston, then consideration needs to be given to strategic greenfield release

elsewhere in the Core area. Given the focus on reinforcing existing urban centres, particularly Preston, then a review of the green belt south of the River Ribble should be considered through respective Local Development Frameworks.

3.11 Underpinning all of this is an integrated approach to promoting alternative options to the use of the private car, including improved public transport provision and locating housing and jobs within walking and cycling distances. The Strategy for Movement is addressed below.

Exceptions to the above Typology:

- *former Whittingham Hospital* forms an exception to the above spatial typology, as it has been identified by English Partnerships under their disposal strategy for former NHS hospital sites. Development is currently on site which will deliver 580 dwellings on the

previously developed part of the site;

- *Buckshaw Village* at Euxton comprises a 2,300 dwelling development, approximately 2 miles from Chorley Town Centre. It forms part of the mixed-use development of the Royal Ordnance Regional Investment Site and will deliver a range of housing types.

Dwelling Growth

Scenarios for Economic Growth

3.12 In planning for the future provision of housing in the Core area, a set of economic and population projections was commissioned from Cambridge Econometrics (2005).

3.13 A number of scenarios have been generated to test the implications of different assumptions on possible

future trajectories of economic growth. Five scenarios were considered:

- extrapolated past trend – the BASELINE scenario based upon recent observed trends;
- above trend growth – 0.5% PER ANNUM OVER AND ABOVE THE BASELINE, assuming a change in economic policy, and specifically labour market policy, such that greater levels of the latent population are participating in the workforce;
- step-change growth – 1% PER ANNUM OVER AND ABOVE THE BASELINE, again assuming a major change in economic policy, but to a greater effect;
- economic exposure (direct) – MODELLING THE EFFECTS OF A THEORETICAL COLLAPSE IN THE AEROSPACE AND MECHANICAL

MANUFACTURING INDUSTRY AND THE LOSS OF DIRECT EMPLOYEES AT BAE through the loss of investment contracts;

- economic exposure (indirect) – modelling the effects of a theoretical collapse in THE ABOVE SECTORS, BUT WITH ASSOCIATED EMPLOYMENT LOSSES IN SUPPLY CHAIN JOBS.

3.14 The scenarios produced a range of employment and total population growth, to which total household growth and the total dwelling requirements for each district was calculated. Total dwelling requirement for each scenario is presented in figure 4.

Figure 4: Dwelling Requirement

	Chorley	Preston	South Ribble	Core Area
Dwellings (2005)	43,556	58,095	45,822	147,473
Scenarios (2021)				
Extrapolated Past Trend	4,241	9,343	5,030	18,721
Above Trend (0.5%) Growth	7,033	15,543	8,136	30,786
Above Trend (1%) Growth	10,982	24,313	12,529	47,882
Economic Exposure (Dir.)	1,883	4,105	2,406	8,490
Economic Exposure (Indir.)	744	1,576	1,138	3,559
Total Pipeline (2005)	1,905	1,006	1,312	4,223
Net Dwelling Requirement				
Extrapolated Past Trend	2,336	8,337	3,718	14,498
Above Trend (0.5%) Growth	5,128	14,537	6,824	26,563
Above Trend (1%) Growth	9,077	23,307	11,217	43,659
Economic Exposure (Dir)	-22	3,099	1,094	4,267
Economic Exposure (Indir)	-1,161	570	-174	-765
Identified Land Supply (ha)	64.5	65.0	70.7	200.2

3.15 It is important to note that of the five scenarios presented, it is actually the **extrapolated baseline scenario** that currently provides the most realistic projection of future growth for the Core area. This is because:

- the Core area is already projected to grow above the regional average and the capacity to sustain such a rate of increase will require substantial supply side mobilisation, relating to education and skills, employment site provision and accessibility;
- the UK economy is slowing down – it's not clear how long this is going to continue. Importantly, the economic slowdown is widespread, not just the manufacturing sector, which does suggest a potentially long lag before growth resumes at its long term rate;

- given the degree of exposure that the Core area (and indeed North West region) faces in terms of the future of aerospace, then there is an element of exposure to consider.

3.16 Therefore, the Core area would be expected to accommodate a growth of almost **18,720 dwellings to 2021**, which equates to an annual requirement of **1,170 units per annum**. This represents an increase on the current Joint Lancashire Structure Plan requirement of 748 units per annum.

3.17 However, it is important to note, through the Strategy, the Core area authorities should be seeking to address some of the barriers to future growth and investment. Over time, it is entirely feasible that an 'aspirational target' of 0.5% above the current trajectory could be relevant. This reinforces the need to keep the

Strategy under regular monitoring and review and for the Core authorities to consider the implications of this higher level economic growth of increased movement, housing land supply and the environmental quality of the area.

3.18 It is also important to note that the distribution of household growth (to derive dwelling requirement) has been undertaken on the basis of the spatial distribution of workplace based jobs across the Core area. This allows for the dwelling growth to be apportioned between the respective districts. This is because an underlying feature of the Strategy is that the location of jobs and housing will be closely aligned.

Distribution of Growth

3.19 Although dwelling requirements by district are provided as a guide to the apportionment of the future housing requirement in the Core area, this needs to be read in terms of the spatial strategy adopted and adherence to the

Strategy objectives and growth locations outlined above.

3.20 The majority of development will be targeted at the locations for growth as stated above. Approximately 90% will be targeted at the growth locations, with 10% of all future development being taken up at the exception sites. 85% of all new development will therefore be targeted at the following locations for growth:

- Chorley
- Preston (including Bamber Bridge)
- Preston North
- Leyland

3.21 Any new development at Preston East will not be a net addition to any redevelopment activity that will take place.

3.22 Rural development will comprise just 5% of all new housing growth in the Core area to 2021.

Figure 5: Spatial Distribution (allowing for pipeline schemes)

		No.	pa
Chorley	20%	2,900	181
Preston	50%	7,249	453
Preston North	5%	725	45
Leyland	10%	1,450	91
Core Area	85%	12,324	770

3.23 Housing growth in the growth locations will be monitored against achieving an overall net level of employment growth of **12,700 jobs by 2021**.

3.24 This is not a target but is to be used for the purposes of monitoring and review. By its nature, this figure will be kept under regular review.

3.25 The sustainability appraisal of the preferred option, shows that this

scenario delivers a balanced approach to the economic and social development of the Sub-Region whilst minimising the adverse effects on the environment associated with development. This allows for a strategy with the potential for promoting the beneficial development of principal urban centres, encouraging economic development and promoting social inclusion.

3.26 The sustainability appraisal of the housing provision set out in the Sub-Regional strategy indicates that there is the potential to deliver considerable benefits for the sustainability of the Core Area. The rate of new housing provision advocated in the strategy will assist in providing suitable and affordable homes for all.

3.27 The appraisal of the preferred scenario shows that the proposed distribution of new housing will support and consolidate the settlement hierarchy of the Sub-Regional Centre, principal

centres, market towns and smaller settlements.

Strategy for Movement

- 3.28 The Core area has the potential to capture a considerable amount of new development to 2021, which will generate additional demand for travel, of which a significant proportion will be car-based.
- 3.29 Given this, it is important that the future planned growth of the Core area is not considered in isolation from the impact upon the traffic and highway infrastructure and therefore a more co-ordinated approach is advocated.
- 3.30 Therefore a forecasting tool will be developed that will measure the cumulative traffic impact of the proposals contained within the Strategy.
- 3.31 This will be particularly important when considering the 'cross-boundary'

relationship between Preston and South Ribble and the objective of the Strategy to overcome the physical barrier presented by the River Ribble.

- 3.32 It is recognised that current planned provision of new major highway infrastructure within existing schemes would appear limited. However, given the economic growth opportunity that exists in the Core area and the potential that this offers in meeting regeneration objectives across Lancashire, then further investment in the infrastructure of the Core area will be required.
- 3.33 This is notwithstanding the priorities established through the Regional Transport Strategy, which the strategy for the Core area adheres to in providing effective multi-modal solutions to transport problems.

National Connectivity

- 3.34 The most successful places are those that are truly outward-looking. As the Core area develops, it will be increasingly necessary to consider how well connected it is with national major growth hubs – London, Glasgow and Manchester.
- 3.35 Improvements to the West Coast Main Line service between Glasgow and London will see a faster access between these centres and Preston. Access to London will be particularly important when considering potential for Lyons Review public sector relocations.
- 3.36 The expansion of Blackpool airport also offers potential for fast access between the Core area and London.
- 3.37 Longer term the opportunity exists to develop more formalised links with growing world economies, particularly China, building upon the links already

established by the University of Central Lancashire.

3.38 It is recommended that future proposals for transport infrastructure investment should be prioritised in favour of their ability to deliver economic growth objectives.

Regional Movement

3.39 Connecting the Core area with the other principal growth centres of the Northwest is a key component of the Strategy for the Core area. Key Local Transport Proposals to be brought forward includes the electrification of Manchester via Preston to Blackpool rail line, thereby facilitating direct, high quality services into the Regional capital.

3.40 Connecting the Core area with the rest of Lancashire is also a priority of the Strategy. Preston acts as the 'hub' or gateway into the sub-region and is the primary destination for journey-to-work

flows. In order for the benefits of growth in the Core area to be felt in the wider Lancashire sub-region, the following investment is recommended:

- develop Preston station as an enhanced cross-platform Interchange to provide better services between Preston, Blackpool, Blackburn and Burnley (existing LTP scheme); and
- the creation of a rapid transit system connecting East Lancashire with Preston and the Core area.

Sub Regional Movement

3.41 The scale of proposed development in the Core area and especially in and around Preston requires significant infrastructure investment if employment and housing aspirations are to be achieved.

3.42 The most significant constraint that will be overcome will be the barrier of the River Ribble. The major location for growth within the Strategy will be in the wider Preston area, which 'straddles' the River Ribble. Thus the Ribble becomes the central binding feature that contributes to the creation of a new sustainable community supporting the growth of the City Centre.

3.43 Considerable levels of traffic movement already exist between South Ribble and Preston, in which the current road links are operating at or close to full capacity during peak periods. Many of the non-strategic road links are not fit for purpose, and congestion is a particular issue. Therefore any proposal that comes forward for the future growth of the Preston central area, must address the traffic impacts of cross Ribble flows.

3.44 Preston City Council is currently assessing the feasibility of a barrage across the River Ribble, which could

incorporate a new road crossing in conjunction with the Penwortham bypass. Initial pre-feasibility suggests that this is likely to have a major positive effect on transport movement in the area, in taking unnecessary traffic that is not destined for the City Centre, out of the City Centre and would improve east-west links south of the Ribble.

3.45 In addition to this, complementary measures to enhance movement and accessibility will include:

- the introduction of new express and orbital services linking Preston City Centre with Leyland and Chorley;
- marketing strategy to enhance awareness of the public transport network, in order to increase patronage; and
- provision of a central bus interchange facility at Leyland.

3.46 Strategic Park and Ride will become a key feature of managing movement throughout the sub-region. Sites will be identified at the local level and procurement will be delivered in tandem with development agreements.

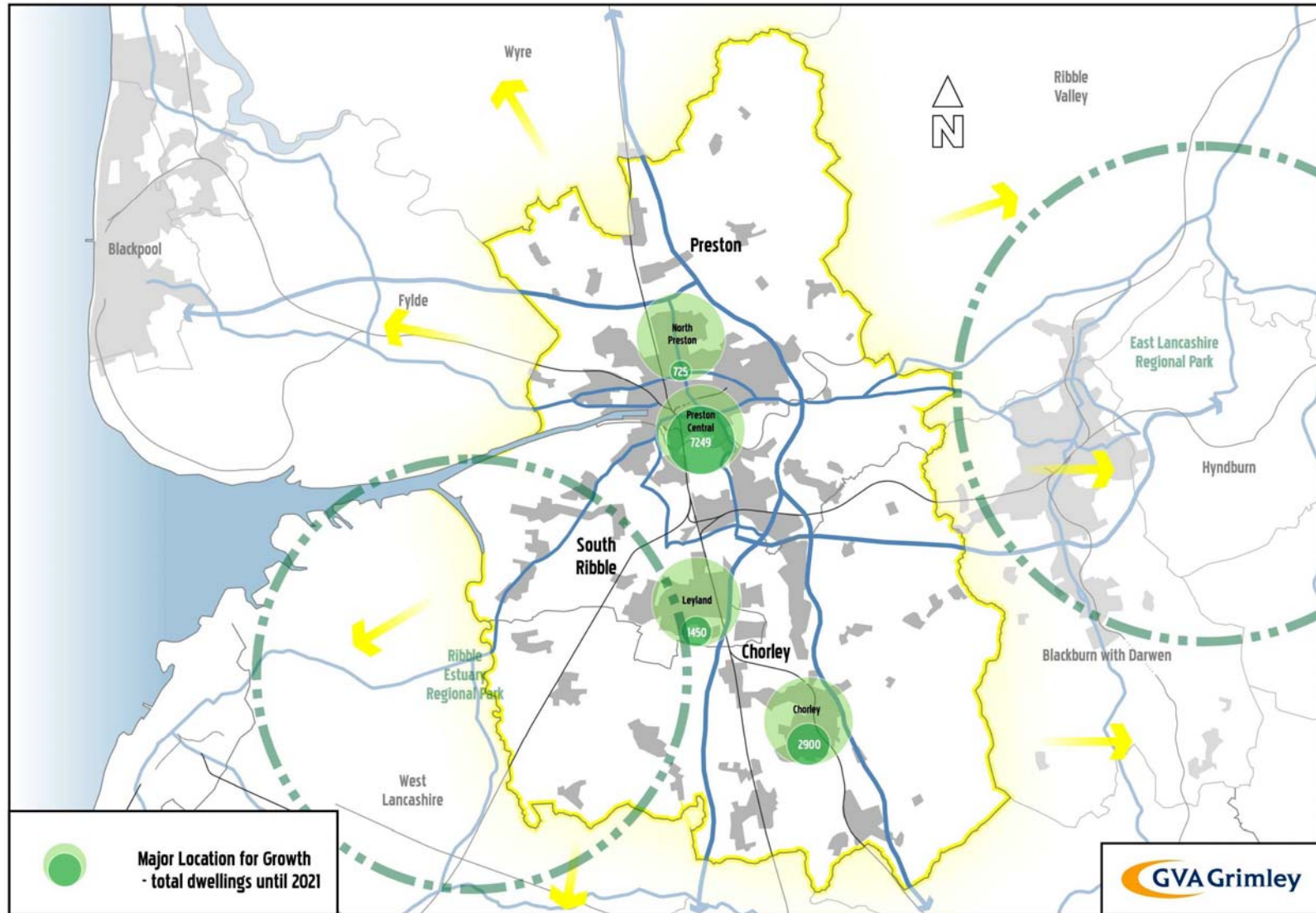
3.47 An important next stage of work will be to develop a forecasting tool that will measure the cumulative traffic impact of the proposals contained within the Strategy.

3.48 The sustainability appraisal of the preferred option, highlights that the strategy will not significantly reduce car traffic within the Core Area. However the preferred option does however target new employment and housing development in the major urban centres, ultimately reducing the need for people to travel long distances. This will encourage the promotion of more sustainable methods of transport.

The Spatial Strategy

3.49 Figure 6 depicts the Spatial Strategy for the Central Lancashire City sub-region.

Figure 6: Central Lancashire City Sub Regional Strategy Spatial Diagram



4 Sustainable Communities

Creating Sustainable Communities throughout the Core Area

4.1 The Strategy for the Core area envisages a significant amount of future development, between 18,700 and 30,790 to 2021. The emphasis however is on delivering sustainable development and in this regard minimising the distance to be travelled by private car between where people live and work is a strong theme that runs throughout.

4.2 The Strategy for the Core area is firmly embedded in the Government's Sustainable Communities agenda, thus defined as:

“Sustainable communities are places where people want to live and work, now and in the future. They meet the diverse needs of

existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all” (ODPM, April 2005).

4.3 In building sustainable communities, the following provides a checklist to achieving the aim:

- (1) Active, Inclusive And Safe - Fair, tolerant and cohesive with a strong local culture and other shared community activities;
- (2) Well Run - with effective and inclusive participation, representation and leadership;
- (3) Environmentally Sensitive – providing places for people to live that are considerate of the environment;

- (4) Well Designed And Built - featuring quality built and natural environment;
 - (5) Well Connected - with good transport services and communication linking people to jobs, schools, health and other services;
 - (6) Well Served - with public, private, community and voluntary services that are appropriate to people's needs and accessible to all; and
 - (7) Thriving - with a flourishing and diverse local economy.
- 4.4 Many of these requirements are dealt with through national policy guidance reflected at the local level through the respective Community Strategies. However, it is important that this Strategy is focussed on delivering them.

Active, Inclusive and Safe

- 4.5 The respective Local Strategic Partnerships of the three authorities have a responsibility through the Community Strategy to ensure that community identity, tolerance of different cultures and backgrounds, social cohesion and community safety, are developed throughout the Core area.
- 4.6 The need to support community cohesion will be a particular priority for Preston, which displays the greatest ethnic diversity in the Core area.
- 4.7 Opportunities for cultural, leisure, community, sport and other activities for all age groups will be promoted throughout the Core area with the creation of new and improved urban greenspace. Better links between the populations of the urban areas and the two Regional Parks that flank the Core area will be made.

Effective Leadership

- 4.8 The Core area is approaching a period in its evolution when strong civic leadership is required, which will bring together the wide and varied interests concerned with the future governance of the sub region. In order to deliver the programme of change envisaged, closer working will be required, particularly at a political level.
- 4.9 Further joint working should be promoted through joint Local Development Frameworks, joint economic and housing strategies and joint working will be particularly important in considering the future of transport planning in the sub-area.
- 4.10 More effective communication with other key stakeholders within the sub region will be pursued, building upon the vision for economic growth outlined in the Strategy.

Environmentally Sensitive

- 4.11 A distinctive feature of the Core area is the accessibility to environmental resources of the highest quality, whether this is the Regional Parks or access to the Lake District National Park and Forest of Bowland AONB.
- 4.12 The conservation of natural biodiversity resources will be important, as will the need to protect the environmental capacity of the Core area through minimising pollution, waste arising and the further deterioration in air quality caused by congestion.
- 4.13 The environmental quality of the Core area is a unique asset that gives it an advantage over other urban areas of Merseyside and Manchester. Ensuring that neighbourhoods within the main urban centres of Preston, Leyland and Chorley are cleaner, safer and greener will be important.

4.14 In terms of the effects of the preferred option upon the landscapes of the Core Area, the preferred option is unlikely to have significant effects upon those environmental assets of the Core Area which have highest quality.

High Quality Built Environment

4.15 The Strategy envisages significant physical change for the urban centres of the Core area.

4.16 High quality in all new development underpins the strategy, from the commercial outputs, to the planned provision of housing, and through to the design of new greenspaces and parks. The opportunity exists for the Core area to promote high quality exemplar schemes such as:

- energy efficiency and ‘green’ principles are embedded in all new build and substantially refurbished buildings;

- mixed use, and flexible buildings that contributes to the character of surrounding uses; and
- focus on the ‘spaces’ between buildings through investment in high quality public realm,

Well Connected

4.17 An integral part of the spatial strategy is concerned with the movement within and outside of the Core area (see Strategy for Movement).

4.18 Developing a high quality movement strategy for the Core area is absolutely fundamental to its future growth ambitions. Such systems need to connect homes and workplaces as a priority, urban centres, schools and other important attractors of movement. As the Strategy is primarily concerned with minimising the need to travel, by car, between workplaces and homes, the importance of investment

in the public realm for cycling and pedestrian uses will be a priority.

4.19 The Strategy is also concerned with connectivity outside of the Core area and one important objective will be to improve the linkages between the Core area and the regeneration need through wider Lancashire.

Well Served

4.20 The provision of quality public services will be central to the delivery of sustainable communities within the Core area.

Education and Skills

4.21 The provision of an enhanced education service from primary through to lifelong learning is crucial to engaging the latent workforce within the Core area. Preston in particular contains significant pockets of deprivation, in which educational attainment is extremely limited.

4.22 Further and Higher Education have a significant role to play in increasing the supply of well educated and trained workforce. The University of Central Lancashire has a specific role here to champion 'learning', particularly in the context of moving towards a more knowledge based higher value service sector.

4.23 UCLAN will also be investing in Burnley and East Lancashire over the next 10 years, in enhancing the education and skills of the population of East Lancashire. This is crucial if the opportunities for employment created in the Core area will be addressed by those in most need.

Health and Social Care

4.24 Associated with areas of deprivation, the Core area contains significant numbers of population with registered limiting long-term illnesses. In many of these cases, these represent the 'hidden' labour force, as many

claimants will take this route as opposed to more traditional unemployment benefit routes. Developing preventative care as a priority, which links to the importance of an active population, will be a priority for the Core area.

A Thriving Economy

4.25 The Core area needs to be considered as a truly dynamic economic growth engine and a real economic asset for the region. There is the potential to create a further 12,700 jobs by 2021, under the existing baseline scenario.

4.26 It is characterised by a very diverse range of economic sectors, many of which are clearly growth oriented, which is why if exploited fully, the Core area will become a major driver for the region.

4.27 There are several dynamic high GVA and high employment growth sectors to be found within the Core area:

- Manufacturing Fuels;
- Retailing;
- Air Transport;
- Communications;
- Professional Services;
- Computing Services;
- Other Business Services; and
- Health and Social

4.28 A particular feature of the local economy is that the Core area is turning towards the service sector for its high growth output. This will naturally have a spatial pattern of distribution in terms of current and future locations. The Strategy is seeking to capture this potential by creating a modern 21st Century commercial quarter focussed within Preston City Centre, where many of

the professional and business services can flourish.

4.29 Unlocking the potential of Preston City Centre to deliver these outputs is very much dependent upon strategic planning policy recognising the primacy of Preston, particularly in terms of housing allocations which could be key to cross-subsidising a commercial quarter within the City, that would provide for some of these high value sectors. The commercial quarter would give the whole of Lancashire a central office offer and focus for future business, financial and professional service investment.

4.30 Manufacturing also remains an important sector within the local economy, less so in terms of employment, but particularly in terms of output. Advanced and High Tech Manufacturing in the Core area are particularly important to the future growth of the Core area and the needs

and requirements of these sectors must be fully understood.

4.31 In this regard, the future of BAe is of national and regional importance. The Strategy has intentionally developed two scenarios that examine the theoretical collapse of the aerospace sector upon the future of the Core area and in some respects, this is an industry that does remain exposed to the international climate. As a priority, the authorities of the Core area together with the Northwest Development Agency need to develop a more aggressive partnership with BAe to fully understand and plan for their future investment requirements.

Employment Land Provision

4.32 In quantitative terms, there is a sufficient supply of land across the Core area to meet the expansion needs of existing firms and future inward investments over the next 10 years (figure 7)

4.33 Over the longer term however, there is no identified employment land available, which represents an obvious constraint to further development.

4.34 The Core area lacks the type of product that could meet the requirements of the key manufacturing

Figure 7: Employment Land Supply (ha)

	Immediate	Short-Term (next 5 years)	Medium-Term (5 - 10 years)	Long-Term (> 10 years)
Chorley	3.16	67.74	58.2	0
Preston	26.28	41.76	53.11	0
South Ribble	49.3	9.3	43.5	0
Core Area	78.74	118.8	154.81	0

and communications sectors and also those business sectors that would not ordinarily locate within the City Centre.

The ROF site and Cuerden are strategic employment sites, which are capable of being delivered over the

next 10 years, but the Core area authorities will need to consider other employment sites as part of a portfolio of opportunities available to the market. In this regard the following sites become strategically important to the future employment growth of the Core area:

- Preston East;
- Salmesbury (disposal of 50 acre site of current BAe holdings); and
- M6 Charnock Richard

4.35 Yet the supply of employment land needs to be considered in light of the supply of employment land provision throughout the wider City region area.

4.36 Major employment sites at Whitebirk in Blackburn could come forward over a longer-term timeframe that could actually help to meet the longer term supply constraint in the Core area. It will be therefore important that the

Core authorities work with partners in East Lancashire to understand and develop an appropriate strategy towards:

- the phasing of employment land provision;
- the target markets that sites will be identified for
- an understanding that the office based commercial development of Preston City Centre, must not be compromised by office developments in business park locations that could be accommodated in the City Centre.

5 Effective Delivery

Delivering a Joint Approach

- 5.1 The Strategy for the Core area is based upon a level of economic growth that has been readily achievable in the Core area; a rate which has been in excess of regional and national averages. If the Core area is to continue along this trajectory, given the anticipated slow down in the national economy, then it will be performing well.
- 5.2 However, this does not preclude a higher rate of growth may be achievable and this is possible if the Core area can overcome some of the supply side constraints that exist. These include the availability of skills to match growth opportunities, the availability of quality employment land, and the current housing supply constraints that exist.
- 5.3 Above all else, the Core area will only achieve its growth potential is an appropriate policy framework is developed from the strategic regional level to the local level. Strategic policy must recognise the growth potential of the Core area, and particularly of Preston.
- 5.4 Growth in the Core area should not be viewed as a dampening down of growth in other locations throughout Lancashire. It is more the case that here is an opportunity in which the economic conditions, could facilitate a step change in the employment prospects and output of the wider Central Lancashire City Region.
- 5.5 It is also the case that the structural differences between the relative sub-economies of Lancashire, although aligned, are performing at vastly different levels. As a result, they are not competing for the same investment and rather the authorities of Lancashire should be developing a jointly agreed approach, based upon economic reality, to targeting investment and the spatial definition of this.
- 5.6 With respect to retail, all of the centres of Lancashire perform at different levels and therefore would look to attract different forms of commercial investment. They are not in competition.
- 5.7 The delivery mechanism for the Core Strategy will be led by the Core authorities, but representatives from East Lancashire and the Fylde coast will also be involved. Here, the Lancashire Economic Partnership and the North West Development Agency will perform a useful facilitating role.
- 5.8 English Partnerships will also have an important role given their national role in respect of former New Towns and the land ownership implications.

Resources for Implementation

- 5.9 The combined population of the three areas is sufficient to create the critical mass necessary to deliver the scale of change envisaged. It will be important therefore that the Core authorities continue to work alongside each other in developing joint policies and proposals and to consider the combined strengths, weaknesses, opportunities and threats that will define the future of the Core area.
- 5.10 In many respects, the Core area is a new and exciting embryonic entity. It has not yet achieved the momentum, of say the East Lancashire authorities, who have been working in partnership for a number of years. Yet this is an exciting opportunity to build upon the momentum and this will require close political integration.
- 5.11 In the first instance, following adoption of the Strategy, a Memorandum of Understanding will be published, which

will establish the basis for further joint working.

Mechanisms for Implementation

Spatial Planning

- 5.12 The Strategy establishes the overarching strategic spatial framework for which change will be delivered in the Core area. The next stage will be for Local Development Frameworks to be prepared, having regard to the priorities established across the Core area.
- 5.13 Local Development Documents also need to be prepared as a priority to provide the statutory basis in order that change can be delivered.
- 5.14 A Joint Local Development Document between South Ribble and Preston must be prepared for the area of Preston City Centre, between Blackpool Road and the A582 in

Bamber Bridge. This will consider the future of the green belt in this location.

- 5.15 A Local Development Document is also required for Chorley town centre, that will provide an overall framework for the consideration of detailed development briefs for development sites and gateways. This will need to demonstrate how the redevelopment of the town centre will meet the aims of the Core Strategy.
- 5.16 A Local Development Document for Preston East will be required, which will detail a series of options for housing market renewal and the socio-economic regeneration of local communities.
- 5.17 Development Briefs will be required for future strategic employment sites in the Core area, including Salmesbury and M6 Charnock Richard.

Economic and Social

- 5.18 Existing economic strategies need to be aligned and Joint Economic Strategies will be developed in the future, that will address common issues such as economic sectors, future employment sites and the future planning of education and skills. This will need to involve a wider stakeholder base, including the local education authority, Learning and Skills Council, local Colleges and UCLAN.
- 5.19 Given the paucity of information available regarding transport and movement within the Core area, a holistic transportation study will be undertaken as part of the Strategy, which will examine the transportation implications of the Strategy.
- 5.20 A joint housing needs study has already been prepared for the three authorities. This needs to be re-examined in accordance with the aims

of the Core area Strategy. An agreed and consistent approach to the provision of affordable housing must follow.

