CENTRAL LANCASHIRE – PREFERRED CORE STRATEGY

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Glossary
A VISION FOR WHAT CENTRAL LANCASHIRE WILL BE LIKE IN 2026

“By 2026, the Central Lancashire area of Preston, Chorley and South Ribble will play a leading role in Lancashire’s world class economy and provide residents with a strong sense of community within a high quality green environment.

The City, towns and villages will retain their individual identities and historic and built heritage. There will be excellent connections within the area and to regional, national and international destinations.

All neighbourhoods will be safe, clean and sustainable with healthy, highly-skilled and diverse communities. Residents will have equal opportunity to access public services, good jobs and decent affordable homes. Energy use will be minimised with a high-dependence on sustainable sources. The area's unique pattern of green spaces and countryside will be accessible and contribute to a high quality of life and well-being for all, as well as protecting and enhancing biodiversity.

The City of Preston will have become well-established as the alternative destination to Manchester and Liverpool for retail, cultural, entertainment, business and higher education, with a transformed, high-quality city centre and regenerated surrounding deprived areas.

Chorley will be an accessible, contemporary market town and Leyland will be a successfully regenerated centre, both with a good range of shops, improved environment and services to serve their local areas.

The character of rural villages will have been maintained, with sufficient access to services to sustain local communities.”
1. INTRODUCTION

1.1 This document (Preferred Core Strategy) marks the third phase in producing a plan to deal with the big spatial planning issues facing “Central Lancashire” - the local authority areas of Chorley, Preston and South Ribble. Together this makes up the ‘Plan Area’. Following the two earlier Issues and Options Papers produced in the last two years, this latest document proposes a preferred way forward – a suggested set of policy approaches that are considered to be the best able to manage change and meet the needs of the area over the next 15 or so years.

1.2 Change is an inevitable part of modern life. By properly planning for change we can reap its benefits whilst at the same time ensuring any downsides are minimised, or better still avoided altogether. It is difficult to predict with any accuracy what the future will bring. There are likely to be national and international up and downturns that will affect us locally over the coming years. It will be important to have planning policies that are flexible enough to deal with such fluctuations, whilst at the same time make clear what is expected for new developments and service provision.

1.3 Although such matters as economic growth and housing demand are likely to vary over time and will be influenced by matters outside the direct control of the local authorities, there are some key trends that point to future growth in Central Lancashire. The main one is population change. The number of people living in the area is expected to rise from 342,300 in 2006 to 374,600 in 2026. This is the time period covered by the core strategy. The main reason for this is that people on average will live longer. By 2026 over 20% of the local population will be 65 years of age or older. This will, for example, lead to big changes in what housing people need, as well as in their care requirements and what leisure pursuits will be sought.

1.4 This Central Lancashire Core Strategy will need to help deliver the opportunities, facilities and services this changing population will need. To do this properly the Core Strategy has to take on board not just what the local councils can do but also what other agencies, including other public authorities, private businesses and voluntary organisations, are aiming to do.

Local Development Framework (LDF)

1.5 The LDF is the local part of the Development Plan that is made up of the following documents:

- Regional Spatial Strategy
- Minerals and Waste Development Framework
- Local Development Framework

Diagram 1 – COMPONENTS OF THE DEVELOPMENT PLAN
1.6 The Regional Spatial Strategies for North West England are prepared by the North West Regional Assembly but are finished off and approved by the Government.

1.7 In Lancashire, the Minerals and Waste Development Framework (MWDF) is being put together jointly by the County Council, Blackpool and Blackburn with Darwen Councils. When it is completed this Framework will replace the Lancashire Minerals and Waste Local Plan.

1.8 This Joint MWDF will set out a strategy for future minerals and waste development and will focus on issues such as:

- mineral extraction
- waste management and recycling
- protecting mineral resources
- restoring minerals and waste sites

1.9 Local Development Frameworks are made up of several documents. When a full set of these have been prepared across Central Lancashire the following will be completely replaced:

- Preston Local Plan
- South Ribble Local Plan
- Chorley Borough Local Plan Review

1.10 Most of the policies in these Local Plans have been ‘saved’ and kept in use. Their effectiveness continues to be checked in each Council’s LDF Annual Monitoring Reports. As the LDF documents are finalised the relevant saved Local Plan policies will be replaced.

1.11 The Core Strategy is the main, ‘big picture’ part of the LDF that covers the whole ‘Plan area’ – which in this case is Central Lancashire. Under the Core Strategy more detailed documents can be produced that refer to just certain parts of the Plan area in need of particular attention – Area Action Plans. Other detailed plans can be produced that precisely identify (‘allocate’) pieces of land, either for development or protection. Additional (‘supplementary’) guidance can be prepared to provide advice on the use of policies. These are called Supplementary Planning Documents (SPDs).
Joint Core Strategy for Central Lancashire

1.12 Previous Core Strategy work on Issues and Options was done without South Ribble, Chorley and Preston Councils committing to producing a single joint document for Central Lancashire. However most people commenting on that earlier work supported a joint document being produced.

1.13 There is no hidden agenda here. It simply makes sense to have one plan for an area that functions as one ‘unit’. This area is positioned at the centre of Lancashire so we’ve called it Central Lancashire.

1.14 It is not a new name. It was coined in the early 1970s when Central Lancashire New Town was set up to plan the expansion of Preston, Leyland and Chorley, as well as places in between. It is not intended that the New Town idea will be resurrected, although there are some proposals and sites from that era that could still be completed through this Core Strategy. The New Town was set up to take overspill growth from Manchester and Merseyside. This Core Strategy is dealing with the growth arising in Central Lancashire.

1.15 To guide the three District Councils on what form this Core Strategy should take, a Joint Advisory Committee has been set up on which Lancashire County Council are also represented. This Committee provides recommendations to the District Councils, who each decide what the Core Strategy content should be.

Preferred Options

1.16 This Preferred Core Strategy puts forward a set of Preferred Options policy approaches that the Councils consider are the best ways of dealing with the needs of Central Lancashire. The reasons why these Preferred Options have been chosen are clearly explained. Some possible alternative choices, such as those suggested at the previous Issues and Options stages, are not favoured and again the reasons are made known. However, the Councils have not ruled out further amending the preferred ways forward, or even adopting completely new options if there are
compelling reasons to do so. The overall aim is to arrive at the most appropriate policy solutions to deal with the needs of Central Lancashire.

**Next Stages**

1.17 This Preferred Core Strategy is being published for a period of community and other stakeholder engagement at the end of September. After that a further version of the document will be prepared, taking account of comments that have been made and any new evidence or changed circumstances arising.

1.18 This new version will be published for further involvement and then submitted to Government for examination by an independent Inspector. Precisely when this will be depends on a review of our timescale but the aim is to reach the final stage of adoption sometime in 2010.

**THIS DOCUMENT**

1.19 For most of this Preferred Core Strategy the page layout includes right hand column text boxes containing information that relates to the matters being dealt with, alongside the main text. This information includes the
Councils do not have a free hand to devise local planning policies. Account must be taken of national policies set out in Government Planning Policy Statements and Circulars. Exceptionally these can be over-ridden but there must be very good, justifiable reasons for doing so.

Local policies must also generally conform to those in the Regional Spatial Strategy (RSS) that for North West England is being changed. There is a ‘new’ RSS that should be completed by the autumn of 2008. However, a partial review of this has already started although its likely policies are not yet known and so have not been taken account of in this version of the Core Strategy.

It is not necessary to repeat national and regional policies as LDF policies.

Each of the policy approaches put forward in this Core Strategy must be backed up by evidence – information that shows what the needs of the Plan area are. Evidence includes the findings of specific studies and surveys as well as readily available facts and figures. Some of this data has been compiled and interpreted by specially appointed consultants. Other research has been completed directly by the Councils and brought together in published documents such as the LDF Annual Monitoring Reports. Together all this information comprises the evidence base for the Core Strategy.

Complementing the evidence base are all the comments and suggestions that individual people and organisations have made to the Councils on the Core Strategy preparation work so far. To date these are mainly the representations that have been made to the two previously produced Issues and Options Papers. The representations can be viewed in full and in summary form on the web site – www.centrallancashire.com

The three District Councils have also ‘called for sites’. Suggested future uses have been received for several hundred sites across Central Lancashire. These suggestions have been used to help gauge the scope for development in different locations mentioned in this Preferred Core Strategy but the individual sites have not yet been assessed in detail. This will be completed to inform future more specific work on allocating sites for development.

The LDF is not just about what councils can do directly through their own decision making, service provision and works; it is also about what can be enabled involving a range of other organisations.
Most new building projects are brought about – ‘delivered by’ - private developers using private finance. Although public sector organisations such as councils, health authorities, housing associations etc receive some state funding, this is limited. The government expects that private developers will contribute either money or by doing direct works to help provide the ‘infrastructure’ that is needed to meet the needs of the area.

Infrastructure includes both physical works, such as playing fields and transport facilities, as well as service improvements like training courses for unemployed people. In many instances housing developers are also expected to provide or contribute money towards affordable housing as part of their market housing schemes.

Although these contributions add to development costs, in practice developers aim to fund these by deducting the expense from the payments they make when buying the land for development rather than increasing the price of constructed properties.

Increasingly the government is expecting councils to adopt a standardised approach to seeking developer contributions by applying a set charge or levy based on units of development such as per house or area of floorspace. Councils will be given some discretion on the level of the standard charge and how it can be spent. Money derived from developments will be brought together and spent on the main infrastructure priorities of the area. The Core Strategy will help decide what these main priorities are. However the mechanism and operation (including spending priorities) of this tariff approach will be guided by a Supplementary Planning Document.

**Performance Indicators and Targets**

For the Core Strategy to be successful in tackling the needs of Central Lancashire it must deliver what it sets out to achieve. A clear way of measuring success is to have indicators of performance that include targets setting out what is expected to be achieved by when.

The government sets targets for a range of public authorities, not just councils. Increasingly these agencies are expected to work together to achieve improvements. A key set of performance indicators with targets have been brought together in the Lancashire Local Area Agreement (LAA). This Agreement aims to ensure that all the relevant local agencies work together to deal with the key areas for improvement. Where possible the preferred proposals in this Core Strategy use performance indicators in the LAA.

**Monitoring**

To know whether performance indicator targets are being achieved it is necessary to regularly monitor what is actually happening. Councils are required to prepare, and submit to government, LDF Annual Monitoring Reports. When the Core Strategy starts being used – probably next year when it is submitted to government – its delivery performance will be monitored. To ensure this is completed in a systematic way, a delivery plan is included at the end of the Core Strategy.
## CONTEXT

### Integration of strategies and conformity

2.1 A Core Strategy does not begin with a blank sheet of paper, as it has to reflect existing policy at a number of levels. The key component that underpins policy at all levels is sustainable development. The goal of sustainable development is to enable communities throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life for future generations.

2.2 The government’s short definition of sustainable communities is that they are “places where people want to live and work, now and in the future”. Key points for measuring this are that communities should be “active, inclusive and safe, well run, environmentally sensitive, well designed and built, well connected, thriving, well served and fair for everyone”.

### National Policy

2.3 Planning Policy Guidance Notes (PPGs) and their replacements - Planning Policy Statements (PPSs), as well as Government Circulars, set out priorities across a wide range of planning issues. Policies in the Core Strategy should be consistent with national policy and, as national planning statements are used in deciding planning applications, this Core Strategy does not need to repeat them. The main guidance to consider is contained in the following:

- PPS1 Delivering Sustainable Development and the accompanying good practice guide on Climate Change
- PPG2 Green Belts
- PPS3 Housing
- PPS4 Planning for Sustainable Economic Development (consultation draft)
- PPS6 Town Centres and Retail Development (subject to review)
- PPS7 Sustainable Development in Rural Areas
- PPS8 Telecommunications
- PPS9 Biodiversity and Geological Conservation
- PPS10 Planning for Sustainable Waste Management
- PPS12 Local Spatial Planning
- PPG13 Transport
- PPG14 Development on Unstable Land
- PPG15 Planning and the Historic Environment
- PPG16 Archaeology and Planning
- PPG17 Planning for Open Space, Sport and Recreation
- PPS22 Renewable Energy
- PPS23 Planning and Pollution Control
- PPG24 Planning and Noise
- PPS25 Development and Flood Risk (and practice guide)
- Good Practice on Planning for Tourism (replaces PPG21)

2.4 Other national policy that will shape this Core Strategy will arise from draft legislation currently going through Parliament including in the Draft Heritage Protection Bill, the Planning Bill, the Housing and Regeneration
Bill and the Local Transport Bill.

2.5 *The Draft Heritage Protection Bill* would put in place a unified heritage protection system that is easier to understand, more efficient, with maximum opportunities for public inclusion and involvement. It would remove unhelpful distinctions between different designations (listing, scheduling, registering) to deliver a system that works for the whole historic environment.

2.6 *The Planning Bill* proposes a new system for approving major infrastructure of national importance, such as airports, harbours and waste facilities to replace current regimes under several pieces of legislation. The objective is to streamline these decisions and avoid long public inquiries. The Bill also covers a new way of seeking developer contributions to infrastructure through the Community Infrastructure Levy.

2.7 *The Housing and Regeneration Bill* contains provisions to merge the housing investment and regeneration functions of the Housing Corporation and English Partnerships in a new Homes and Communities Agency. The Agency would, by bringing together development land and housing provision functions to help increase the supply of market and affordable accommodation.

2.8 *The Local Transport Bill* would give local authorities the powers to improve the quality of local bus services and to support alternative community based provision.

**Regional Policy**

2.9 Regional planning policy is contained within the Regional Spatial Strategy (RSS) for the North West, which sets out the broad development framework for the Region and constitutes part of the development plan.

2.10 The new RSS sets out a long-term spatial vision for North West England to the year 2021. It also gives guidance on the scale and location of development and the associated transport and employment, as well as the ways of delivering the Government’s vision for sustainable communities. The provisions of the RSS guide the choice of options available in drawing up this Preferred Core Strategy. More information on the RSS can be found at [www.gonw.gov.uk](http://www.gonw.gov.uk). This Core Strategy must be flexible enough to take account of the new RSS and the policy outcomes of the Partial Review of RSS, which is already underway.

2.11 The RSS covers a broad range of issues including housing, retail and the environment, and includes the Regional Transport Strategy. The document seeks to ensure that growth and development in the North West occurs in a way that improves people’s lives without damaging the environment in which we live.

2.12 The RSS uses the City Region concept developed by the government's Northern Way Growth Strategy, which aims to close the economic performance gap between the North and South of England. Preston, South Ribble and Chorley are at the core of the wider Central Lancashire City Region. A key feature of the Central Lancashire City Region is that it...
is a ‘city with room to breathe’, comprising urban areas surrounded and integrated with countryside that greatly adds to its attractiveness to residents, visitors and investors.

2.13 The RSS sets out a series of objectives which it seeks to achieve during its lifespan, through a range of policies and proposals. These objectives are:

- improved, sustainable economic growth, closing the gap with parts of the country that have the highest economic performance;
- a more competitive, productive and inclusive regional economy, with more people in employment that makes use of and develops their knowledge and skills;
- the development of urban, rural and coastal communities as safe, sustainable, attractive and distinctive places to live, work and visit;
- the reduction of economic, environmental, educational, health and other social inequalities between North West communities;
- the protection and enhancement of the region’s built and natural environmental assets, its coastal areas and unique culture and heritage;
- the active management and prudent use of our natural and man made resources, with fewer emissions of greenhouse gases, and the most efficient use of infrastructure; and
- the introduction of a safe, reliable and effective integrated transport network that supports opportunities for sustainable growth and provides better links with jobs and services.

2.14 The RSS specifies that most new development and investment will continue to be focussed on the most accessible urban centres in the North West. Much of this will be in the cities and towns making up the three City Regions of Manchester, Liverpool and Central Lancashire.

2.15 The RSS sets out eight overarching spatial principles:

- promote sustainable communities;
- promote sustainable economic development;
- make the best use of existing resources and infrastructure;
- manage travel demand, reduce the need to travel, and increase accessibility;
- marry opportunity and need;
- promote environmental quality;
- mainstream rural issues;
- reduce emissions and adapt to climate change.

2.16 One of the key spatial principles relevant to the Central Lancashire area is ‘marry opportunity and need’. This principle represents a key challenge for Lancashire as a whole – how to ensure that the economic opportunities in the Central Lancashire area are spread to adjacent areas of priority for regeneration in parts of Blackpool and East Lancashire. As part of the Northern Way initiative to help reduce the north/south divide, the Government is committed to ensuring that economic success in the Northern regions is harnessed, whilst ensuring these benefits are spread
to areas of priority for regeneration.

2.17 Other regional policy that will underpin this Core Strategy is included in the:
- Regional Economic Strategy;
- Regional Housing Strategy;

2.18 The North West Regional Economic Strategy (RES) sets out the framework by which the region can continue the transformation of the economy by building on the region’s assets, tackling areas of underperformance and ultimately closing the region’s productivity gap. In doing so, the RES seeks to create a dynamic, sustainable international economy which competes on the basis of knowledge, advanced technology and an excellent quality of life for all. In seeking to achieve this, the RES highlights three main drivers for change and these relate to improving productivity and growing the market; achieving growth in the size and capabilities of the region’s workforce and creating and maintaining the conditions for sustainable growth.

2.19 The North West Regional Housing Strategy was published in 2005 by the North West Regional Housing Board. The strategy has four main priorities for the North West, namely:
- delivering an urban renaissance, particularly by maximising the impact of the four housing market renewal pathfinders;
- providing affordable homes to maintain balanced communities, including social-rented housing and intermediate housing;
- delivering decent homes in thriving neighbourhoods, by improving areas of concentrated unfitness and disrepair; and
- meeting the needs of communities and providing support for those who need it.

**Sub Regional Policy**

2.20 The Core Strategy will also take into account the principles of relevant sub-regional strategies and programmes, including the Lancashire Minerals and Waste Development Framework, the Lancashire Local Transport Plan and the plans of the education, social services and health authorities.

2.21 Other sub-regional strategies that will shape the Core Strategy include the:
- Lancashire Green Infrastructure Strategy (yet to be completed);
- Central Lancashire City Region Development Programme;
- Lancashire Economic Strategy;
- Lancashire Integrated Strategy (in the early stages of production);
- Lancashire Housing Strategy (yet to be completed);
- Lancashire Transport Strategy (yet to be completed); and
- Mid Lancashire Strategy (in the early stages of production).
### Para 2.22
The Central Lancashire City Region Development Programme provides the Lancashire dimension to the Northern Way and sets out how the wider Central Lancashire City Region can contribute to closing the national productivity gap between the North and the UK average.

### Para 2.23
The spatial relationships between the Central Lancashire area and adjoining areas will need to be reflected in the Core Strategy. New proposals for the Blackburn, Ribble Valley, Fylde, Wyre, West Lancashire, Wigan and Bolton authorities will need to be acknowledged, and in some cases integrated, with the Central Lancashire proposals. Transport linkages to retail centres and employment opportunities and access to health care and education provision are particular issues that cross over administrative boundaries. For example, residents of south west Chorley access health care in Ormskirk and residents of northern Preston come under the remit of the East Lancashire Primary Care Trust. New housing development at the edge of Central Lancashire can have implications both sides of the boundary, as residents will use services and facilities within their nearest service centre, including Longridge in the Ribble Valley District area.

*Insert diagram showing the context of Central Lancashire within the North West and the authorities adjacent to our boundaries.*

### Other localised plans and strategies

#### 2.24
This Core Strategy will reflect and support Central Lancashire’s district-wide economic regeneration strategies. In Preston, a Vision Board has been established to promote and deliver a number of key projects put forward in the Preston Economic Regeneration Strategy, to help develop the facets of a successful medium-sized city. The Chorley Economic Regeneration Strategy is a key mechanism for achieving the Council’s priorities of a thriving town centre, vibrant local economy and good transport infrastructure. Similar economic priorities exist in South Ribble, including the delivery of the Leyland Town Centre Masterplan.

#### 2.25
A key component guiding preparation of the Core Strategy is the requirement to have regard to the Sustainable Community Strategies (SCS) prepared by the three Central Lancashire and Lancashire County’s Local Strategic Partnerships. The Local Strategic Partnerships are made up of representatives of the private and public sector who will be involved, and who have an interest in, the future development of their area. The individual SCSs all contain a Vision and Objectives. The Spatial Vision and Strategic Objectives of this Core Strategy reflect the visions, objectives and themes of the four SCSs.
2.26 The diagram above illustrates the relationship between the Local Strategic Partnerships, Sustainable Community Strategies and the Local Development Framework and how capital and revenue delivery programmes facilitate the delivery of the spatial outcomes of these plans.
3 SPATIAL PORTRAIT

3.1 The Plan area covered by Chorley, Preston and South Ribble Districts is located in the centre of Lancashire in North West England. The combined population of the three authorities is rising and was estimated to be 342,300 in 2006. Central Lancashire covers a range of urban and rural areas, including villages, towns and the City of Preston.

*Put in urban/rural character and diagram*

3.2 The overall character of Central Lancashire is a diverse mix of urban and rural areas. The most urbanised areas are in the central core stretching from Preston City in the north to the townships of Adlington and Coppull in the south. The more rural areas are north of Preston and on the eastern and western sides of Central Lancashire. The rural areas include many villages and hamlets, but also more remote and sparsely populated ‘wilder’ areas such as the Ribble Estuary and the West Pennine Moors. Part of the Forest of Bowland Area of Outstanding natural Beauty is also within Central Lancashire, north east of Preston.

3.3 The diverse landscape of Central Lancashire with its mix of lowland and upland, the major river of the Ribble and its tributaries, together with man made water features of canals and large reservoirs afford the area with a wide range of ecosystems and biodiversity with natural resources available for energy capture, recreational use and food production. Urban demands on the rural area threaten its attractions.

3.4 The urban core of Central Lancashire is characteristic of the wider City Region and the concept of a ‘city with room to breathe’. The countryside is never very far away and the urban settlements are interwoven with green land (Green Infrastructure). This green land helps to separate and give individual identity to communities. The countryside also reaches into urban areas in what can be termed ‘green wedges’.

3.5 The communities of Central Lancashire have unique characteristics and their own separate identities, but also retain strong economic and social links resulting in many shared issues and opportunities. We have identified a number of communities, or places, within our combined area and these are described here.
Preston City

3.6 Preston is England’s newest city and is the largest settlement in the area. The Preston City Council administrative area covers the city itself and a large rural area to the north and east; the characteristics of this area are described later. The city itself had a population of over 119,000 in 2001.

3.7 Transport links to and from the city are good. Preston Railway Station is on the West Coast Mainline, and has direct rail links to major destinations nationwide including London, Birmingham, Glasgow and Manchester. The city is located at the lowest bridging point of the River Ribble, at a crossroads of the North-West’s major motorway networks with easy access to the M6, M61, M55 and M65. A number of major A roads converge on the city providing good access to neighbouring towns and cities, although congestion is a problem in the city centre and on key routes during peak periods. The city has only three road bridging points over the River Ribble. The city is well served by a network of bus and coach routes connecting with local, regional and national destinations.
3.8 The city remained small-scale until the industrial revolution when, as a result of the cotton industry, many mills were developed and the city grew rapidly. This led to much industry and housing being developed in close proximity and the city has a large stock of pre-1914 terraced housing in the inner areas. Some of this housing and the surrounding areas are in need of investment and renewal.

3.9 North of the city centre housing gradually becomes more suburban in nature and includes high value residential areas, New Town development in locations such as Ingol and large social housing estates. In recent years there has been a growth in city centre living and there is also modern higher density housing alongside Preston docks. Opportunities exist to continue recent residential development at Cottam to provide a substantial number of new homes, although this would involve the development of greenfield land.

3.10 Preston is adapting and diversifying its economy following the decline of traditional industries, such as textiles. New employment has been created in higher-value sectors such as business services, computing and finance and a new Central Business District is proposed for the city centre. The city has a skilled local workforce and is also home to the University of Central Lancashire, which is one of the UK’s larger universities, providing employment for over 3,000 people and a skilled local workforce. The Royal Preston Hospital is another major employer in the city, which together with Chorley and South Ribble Hospital provides acute hospital services for Central Lancashire, with a range of specialist services provided to 1.5 million people in Lancashire and South Cumbria.

3.11 Preston is the principal retail and service centre in Lancashire and the main leisure centre in the Central Lancashire area. It has a wide range of national and independent stores located in the city centre and in out-of-centre locations, serving a catchment area that extends beyond the boundaries of the three authorities. It has the greatest total retail catchment spend in the county, at over £406 million, with a wide range of national chain stores, independent stores and markets. The city centre also has a good range of pubs, clubs and restaurants. There are proposals for major redevelopment at Tithebarn in the city centre, which will include major new retail development to boost the city’s retail offer.

3.12 Average household income levels in the city are close to that for Lancashire but the average disguises a wide range of income levels across the city as a whole. Garrison and Lea wards in the Northern Suburbs of the city have some of the highest average household incomes in the county, but household income levels in most of the inner city wards and those with a high proportion of social housing are lower than the Lancashire average. The St Matthews, St Georges and Town Centre wards have average incomes that are amongst the lowest in the county. Multiple deprivation is a problem in the inner areas and on some of the outer social housing estates.
The settlements of Penwortham, Lostock Hall, Walton-le-Dale and Bamber Bridge form a fairly continuous urban area on the south side of the River Ribble, which separates them from Preston City. A tract of Green Belt in the river valley separates Lostock Hall and Lower Penwortham from Preston. Green Wedges of open land separate Lostock Hall from Walton Park and Bamber Bridge.

Many south of the Ribble residents work in Preston City, and together with traffic from further afield this causes congestion at peak times on the three road bridges across the river. A bus-service park and ride is available at Walton-le-Dale, next to the Capitol Centre.

There are railway stations in Lostock Hall and Bamber Bridge, both on the East Lancashire line. Although the West Lancashire railway line runs to the south of Penwortham, there is no station.

Bamber Bridge is bypassed by a dual carriageway road. Longstanding plans to complete the Penwortham Bypass to ease congestion and improve the environment of A59, Liverpool Road, have not yet been implemented.

Other main routes southwards through the settlements are Leyland Lane/Watkin Lane, B5254, running south east from Penwortham through Lostock Hall and the A582 Penwortham Way link to Leyland and the M65. There is no direct east-west route linking the settlements south of the river. Ambitions to create one date back to the New Town Outline Plan. The redevelopment of the Lostock Hall gas works site will provide a further link in this route but any continuation westwards involves crossing the substantial route of the West Coast Mainline.

Cycle routes run from Bamber Bridge, through Lostock Hall to Preston City Centre, and from Penwortham to Preston City Centre. These are predominantly off-road and utilise pedestrian and cycle only routes and bridges.

Penwortham is a popular residential area, functioning as a suburb of Preston. The wards of Howick/Priory and Broad Oak have amongst the highest average gross household income levels in Lancashire. Bamber Bridge has a strong industrial heritage and contains a mix of employment and residential uses, often in very close proximity. A number of older employment sites are currently vacant. To its south is the large Walton Summit Industrial estate, with excellent road access to the M65, M61 and M6. At the terminus of the M65 is the Cuerden Strategic Investment site, which is reserved for major investment into the North West. The area is generally prosperous, although there are neighbourhoods faring less well in Bamber Bridge and Kingsfold, ranking within the bottom 25% in the country.

The proximity of Preston City results in many residents travelling there for comparison (clothes, shoes etc) shopping. Nevertheless, local retailing and other services are provided in the three district centres of Bamber
Bridge, Tardy Gate (in Lostock Hall) and Penwortham. In addition, there are major retail outlets at the out-of-centre Capitol Centre in Walton-le-Dale and to the south of Bamber Bridge, at the A6/A582.

**Chorley Town**

3.21 Chorley Town is the largest town in Chorley Borough, with a population of over 31,000 (2001 Census) (this excludes Astley Village). The town has excellent access northbound to the M61 and M65 motorways, but poorer access to the M6, particularly southbound. The town has a well-used railway station on the Preston to Manchester line, providing direct links to those cities and to Bolton. A number of A roads serve the town providing road links elsewhere in Central Lancashire and to Blackburn, Bolton, Wigan and Southport. In recent years the Gillibrand and Eaves Green Link Roads have recently been constructed to provide an orbital route around the south-west of the town. However, localised congestion is a problem on some routes into the town at peak times.

3.22 The town grew rapidly in the nineteenth century with the expansion of the textile industry. Most of the inner areas of the town are characterised by rows of terraced housing, often next to industrial premises. Since the decline of the textile industry the town’s economy has diversified with key sectors including business services, retail and wholesale as well as healthcare, being home to the Chorley and South Ribble Hospital. The town has a range of sought after suburban residential areas and is popular with commuters. There is some pressure to develop older employment areas for residential uses. The provision of affordable housing is an issue, as even older terraced housing is becoming expensive to people on below average incomes.

3.23 Chorley Town is a popular local retail destination, with the vast majority of its trade drawn from Chorley Borough and South Ribble Borough. It generates over £122 million in catchment spend. It has a large number of independent shops and a selection of national chain stores, particularly in the Market Walk shopping centre where there are proposals for an extension to provide some larger retail units. The town centre is also important for its markets.

3.24 Household income levels in the wards of Chorley East, South East and North East are slightly lower than those for Lancashire as a whole, but are slightly higher in Chorley South West and North West wards.

**Leyland and Farington**

3.25 Leyland is the largest town in South Ribble Borough, with a population of over 32,000. The town experienced considerable growth during the New Town era, and remains a popular residential location.

3.26 Leyland is an important employment centre, with a significant manufacturing sector based upon light engineering and the automotive industry. However, manufacturing employment is declining and there is considerable pressure to develop some older employment sites for residential use, particularly to the north of the town.
3.27 The town has a railway station on the West Coast Mainline for local services only, but there is no station on the Preston to Ormskirk/Liverpool railway line. Leyland has good access to the M6 motorway, with its town centre only 5 minutes drive from junction 28.

3.28 Leyland town centre acts as a provider of local retailing and other services, with independent shops, some national chain stores and a market hall, but there are few modern larger retail units, which might attract more national retailers. Comparison retailing (clothing, shoes etc.) is dominated by the proximity of Preston. The Council has ambitions to improve the town centre, as set out in the Leyland Town Centre Masterplan. Leyland is home to Runshaw College's Sixth Form Centre, which provides education for students from South Ribble and Chorley Boroughs as well as a wider area. Residents are required to travel to Chorley or Preston for hospital services.

3.29 Household income levels in the wards of Lowerhouse, Golden Hill and Seven Stars are below the Lancashire average, but are higher in all other Leyland wards and adjoining Farington.

Western Parishes

3.30 This area lies within South Ribble and Chorley Boroughs. The landscape is characterised predominantly by flat coastal plains and mosslands, with more rolling countryside to the south west. There are no towns in the area, but a number of villages including Hutton, Longton, New Longton, Walmer Bridge and Much Hoole in South Ribble and Bretherton, Croston, Eccleston, Mawdesley and Charnock Richard in Chorley Borough. The South Ribble villages have very close links with Penwortham and Preston City. The villages in Chorley Borough have links with settlements in Chorley Town and Leyland, but also have connections with settlements outside of the area, particularly those in West Lancashire.

3.31 The area is very popular with commuters, who travel largely by car to Preston, Leyland, Chorley, Merseyside and parts of Greater Manchester. Transport links vary across the area. Croston has a railway station providing limited services to Ormskirk (and then on to Liverpool) and to Preston. The M6 passes through the south east of the area but the area is not served by motorway junctions. Bus services vary and some villages only have limited, infrequent services.

3.32 Current planning policies restrict large-scale housing and employment proposals in the villages and surrounding countryside of the western parishes. House prices are high and there is a lack of affordable housing in many of the villages. Most employment provision in the area is relatively small-scale and there is often pressure to redevelop employment sites for residential purposes. Market gardens and nurseries engaged in intensive horticulture exist in the western parts of the area, where there is some good quality agricultural land. Concentrations of employment exist at Hutton, where Lancashire Police have their headquarters, and at Ulnes Walton (between Croston and Leyland), where Garth and Wymott Prisons are located. The Camelot Theme Park is a popular visitor attraction and source of seasonal jobs, located in the Green Belt between Eccleston and Charnock Richard. However,
3.33 There is a limited range of local services and facilities, with most of the larger villages having a post office/general store and primary school. Longton and Eccleston act as shopping and service centres for the surrounding villages. Secondary schools are located at Hutton and Croston.

Northern and Eastern Parishes

3.34 The areas to the east and north of the Central Lancashire area include the villages of Broughton, Grimsargh and Goosnargh in Preston City, Higher Walton, Coup Green and Gregson Lane in South Ribble and Hoghton, Withnell, Wheelton and Brinscall in Chorley. Whilst some of these villages have very close links with Preston City or Chorley Town, some of the outer villages have close links with settlements outside the Central Lancashire area such as Blackburn and Longridge. The northern and eastern parishes are characterised by attractive countryside and small villages, many close to the Forest of Bowland Area of Outstanding Natural Beauty and the foothills of the West Pennines, so are very desirable places to live.

3.35 Transport links vary from village to village, but easy access to the M6, M65 and M61 makes them popular with commuters. Congestion is a problem on the A6 at Broughton and a bypass has long been proposed to help alleviate this. Although a number of railway lines run through the area, there are no stations in the villages, resulting in a reliance on bus services for residents without access to a car. Shopping and service provision is typically small-scale and serves a local catchment area, with lack of facilities a problem in some areas. Household income levels in wards in the northern and eastern parishes are all well above the Lancashire average. The sparsely populated Pennine ward in Chorley Borough has the highest average gross household income levels in Lancashire, with the wards of Brindle/Hoghton and Wheelton/Withnell also amongst the highest in the county.

3.36 Current planning policies tend to restrict large-scale housing and employment proposals in the villages and surrounding countryside of the northern and eastern parishes, although the combined communities of Brinscall and Withnell do have a range of local employers. Significant employment sites do also exist where these areas adjoin the urban areas, such as at the Red Scar and Roman Way Industrial Estates in Preston. The current planning policies propose further employment development in this area, which includes the Preston East Employment Area. In addition, a significant mixed-use development, including approximately 600 homes, is proposed at the former Whittingham hospital site, to the south-east of Goosnargh. Samlesbury in South Ribble is home to a major base for British Aerospace, which provides employment for large numbers of workers from Lancashire and beyond.
3.37 To the west and north of Chorley Town and to the east of Leyland lie the settlements of Euxton, Buckshaw Village, Astley Village, Clayton-le-Woods, Clayton Brook, Clayton Green and Whittle-le-Woods. This area had a combined population of just under 30,000 in 2001. It experienced considerable development during the New Town era, most notably at Astley Village and Clayton Brook. The area is undergoing significant growth today at Buckshaw Village.

3.38 Buckshaw Village lies within both South Ribble and Chorley Boroughs. Here the former Royal Ordnance site is being transformed into a major new urban village, which will provide homes for 8000 people. The area is a major centre for employment growth, with substantial development at Matrix Park, the Revolution (a major industrial and logistics park) and elsewhere near Euxton Lane. A new enterprise centre is also proposed to attract new business start-ups. About a quarter of the Royal Ordnance site, mainly in the south-west, does not yet have planning permission but is suitable for a mix of uses.

3.39 The M6, M65 and M61 all pass through this area of Central Lancashire, providing good road transport links and making it popular with commuters. However, traffic congestion is a significant problem in some areas at peak times. Euxton has a railway station on the West Coast Mainline and a railway station will be constructed at Buckshaw Village, which will provide direct links to Preston, Leyland and Manchester. Clayton Green has a major supermarket, leisure centre, library, public house and office accommodation making it a District Centre but elsewhere most shopping and service provision is small-scale and serves a localised catchment area. Runshaw adult college is part located at Euxton, and serves the wider Central Lancashire area.

3.40 The area is largely prosperous, with household income levels above the Lancashire average for all wards. In some areas, where homes have large gardens, there is increasing pressure for further housing development, leading to concerns about the changing density of the area. The wards of Clayton-le-Woods/Whittle-le-Woods and Euxton North have some of the highest household income levels in Lancashire. However, there are pockets of deprivation, particularly in Clayton Brook.

Adlington and Coppull

3.41 Adlington is located between Chorley Town and Bolton, whilst Coppull lies between Chorley Town and Wigan. Both settlements have a population of about 6,500 (2001) excluding Anderton and Heath Charnock which adjoins Adlington. Historically Adlington was a cotton town, but the economy has diversified into areas such as civil engineering, metal fabricating and the construction industry. Coppull was an important mining and textile township, but the pits and textile mills have long since closed and many residents commute to work elsewhere.

3.42 Both have strong connections with Greater Manchester, as well as the Central Lancashire area. The West Coast Mainline runs through Coppull, but it currently has no railway station. The M6 can only be accessed
### Connections between the Communities of Central Lancashire and with Surrounding Areas

**3.43** Most shopping and service provision in both settlements is small-scale and serves a local catchment area. Neither settlement has a major supermarket. Household Income levels in Adlington are slightly above the Lancashire average, but are slightly below the Lancashire average in Coppull, which has the fourth lowest household income levels in Chorley Borough.

**3.44** Whilst the communities of Central Lancashire are unique, they have very close connections in terms of employment, shopping, leisure, education, housing and healthcare.

**3.45** The 2001 Census of Population provides information on travel to work patterns. The figures clearly show strong commuting flows between all three areas in terms of workplace destinations. They highlight the importance of Preston City in terms of employment for South Ribble residents. They also show strong connections between South Ribble and Chorley. Whilst a significant number of Chorley residents work in Greater Manchester, fewer travel to Bolton, Wigan or Manchester City than to Preston.

**3.46** Chorley, Preston and South Ribble function as one housing market area, with people looking across the local authority boundaries for homes.

**3.47** In terms of shopping and leisure Preston City is predominant in the Central Lancashire area, with South Ribble residents in particular visiting the city’s shopping and leisure facilities. However, there are also movements the other way, for example Preston residents visit the Capitol shopping centre and leisure development, which lies in South Ribble. Equally some South Ribble residents shop in Chorley Town.

**3.48** There are close links in terms of education; some Preston residents attend secondary schools in South Ribble and some South Ribble residents attend university or sixth form college in Preston. As there are no sixth form centres in Chorley Borough, many Chorley sixth formers attend Runshaw College in Leyland.

**3.49** In terms of healthcare, the Central Lancashire Primary Care Trust provides primary health services for all three authorities (and West Lancashire District) and the Chorley and South Ribble District General Hospital, based in Chorley, is incorporated with the Royal Preston Hospital in the Lancashire Teaching Hospitals Foundation Trust.

**3.50** Clearly there are also many important links between the three Central
### Existing Roles of Places

3.51 Preston acts as the main commercial centre and transport hub for Central Lancashire, offering a wide range of high level services in terms of retail, education and hospital provision which, along with a series of employment areas, has a catchment that covers most of Central Lancashire. Its residential role ranges from city centre living, inner city “low cost” housing, to suburban middle income accommodation.

3.52 Penwortham, Walton-le-Dale, Lostock Hall and Bamber Bridge serve as suburban areas for Preston City, as well as the role of local service and employment centres.

3.53 Chorley and Leyland have the role of complementary commercial and retail centres which along with Farrington, have important employment and residential roles providing a range of cheaper and middle income accommodation.

3.54 Euxton to Clayton Brook are mainly suburban communities with a range of modern housing. However, Buckshaw Village is a key employment centre. Adlington and Coppull retain a local employment role, with a range of local services.

3.55 The role of the rural parishes is mainly residential with much sought-after property, including executive housing. Most villages have a limited service centre role: in the larger rural communities of Eccleston, Longton and Brinscall/Withnell there is a wider range of services.
### 4 VISION AND STRATEGIC OBJECTIVES

#### 4.1 Planning Policy Statement 12: Creating strong safe and prosperous communities through Local Spatial Planning (PPS12)

Planning Policy Statement 12 sets out the requirements for producing a Core Strategy, which should include a long term locally distinctive spatial vision for the area. This should have regard to the Sustainable Community Strategies for the area which are seen as the overarching plans. The LDF is therefore a key component in delivering the Sustainable Community Strategies for the area. The Core Strategy will also need to be in general conformity with the Regional Spatial Strategy.

A draft vision, taking account of national, regional and sub-regional policy was included in the two Issues and Option papers published for consultation in December 2006 and November 2007. Comments received in response to the draft vision included:

- It was vague and lacked local distinctiveness;
- Too much emphasis on economic growth;
- Not enough emphasis on climate change; environmental capacity and sustainable growth;
- Greenspaces should be preserved;
- Green belt should be protected;
- Emphasis should be on development in existing centres; previously developed land;
- It was not ambitious enough;
- The three authorities have different community strategies and there could be conflict between them;
- Blackburn, Burnley and Blackpool are also key drivers of economic growth;
- The vision should be for a truly green city

Elsewhere there was support for the vision.

#### 4.2 You Said

There was mixed support for the vision in the Issues and Options 2 paper. Several thought it was vague, unclear, lacked local distinctiveness, was not specific to the area and lacked a spatial approach.

Protection of important landscape, environmental resources and the character of areas within the city were raised by some as issues the vision should address.

Some thought that there was too much emphasis on economic growth and not enough about genuine sustainable growth or the impact on conservation and enhancement of the environment, landscape and biodiversity.

Elsewhere there was support for the vision. 36% of responses to the questionnaires thought that the vision was the correct one and 15% did not. 31% of the respondents agreed that the vision reflects the aims of the Community Strategies and 12% did not. 32% of the respondents agreed that the vision helped to establish a clear identity for the Central Lancashire City but 18 did not.

From the questionnaire and written responses, there was some support (41%) for the City acting as a growth area although this is a source of objection elsewhere e.g. 15% responding to the questionnaire, thought that it should not. Others queried a concept of the “third city of the north west” and it was also pointed out that Blackburn and Blackpool are drivers of growth as well as Preston.

There was no particular discussion about the Vision at the Specialist Forums. At the Public Forums, there was some support for the draft Vision but also concerns about the nature of Central Lancashire – would it lead to a loss of identity for individual places? The lack of reference to environmental protection was also raised.

#### 4.3 Elsewhere there was support for the vision.

#### 4.4 As part of the preparation of Preferred Options, the vision has been reconsidered. Taking account of comments made at Issues and Options stage; further training delivered by the Government sponsored Planning Advisory Service; and lessons from the Core Strategies that are now emerging from the new system, the vision has been revised.
The Spatial Vision

“By 2026, the Central Lancashire area of Preston, Chorley and South Ribble will play a leading role in Lancashire’s world class economy and provide residents with a strong sense of community within a high quality green environment.

The City, towns and villages will retain their individual identities and historic and built heritage. There will be excellent connections within the area and to regional, national and international destinations.

All neighbourhoods will be safe, clean and sustainable with healthy, highly-skilled and diverse communities. Residents will have equal opportunity to access public services, good jobs and decent affordable homes. Energy use will be minimised with a high-dependence on sustainable sources. The area’s unique pattern of green spaces and countryside will be accessible and contribute to a high quality of life and well-being for all, as well as protecting and enhancing biodiversity.

The City of Preston will have become well-established as the alternative destination to Manchester and Liverpool for retail, cultural, entertainment, business and higher education, with a transformed, high-quality city centre and regenerated surrounding deprived areas.

Chorley will be an accessible, contemporary market town and Leyland will be a successfully regenerated centre, both with a good range of shops, improved environment and services to serve their local areas.

The character of rural villages will have been maintained, with sufficient access to services to sustain local communities.”

4.5 PPS12 also requires that a Core Strategy includes strategic objectives for the area, focussing on the key issues to be addressed. These are essentially the link between the vision and the key strategic policies of the Core Strategy.

4.6 In developing our objectives, we looked at the priorities of the four Sustainable Community Strategies for the area and found nine common themes that run through each. These relate very strongly to the issues which the Core Strategy will need to address. The issues are grouped into nine broad themes which we have grouped in under environmental, economic and social headings and so can also be used for Sustainability Appraisal purposes.

4.7 The diagram below illustrates the linkages between the themes of the Sustainable Community Strategies and those of the Core
4.8 For each heading we have developed a set of strategic objectives.

**ECONOMIC**

- To encourage sustainable economic growth and employment
- To improve the skills of both the current and future workforce and to develop the skills required to ensure that local people have access, and are able, to meet the demands of modern and changing job markets.
- To sustain and encourage appropriate growth of rural businesses
- To maintain and improve retail and related services, as
well as provide for tourism and leisure

SOCIAL
- To improve access to good quality and resource efficient housing including affordable housing
- To improve health and wellbeing and to improve access to health care, sport and recreation, culture, community and education facilities and services particularly in deprived areas
- To reduce crime, disorder and the fear of crime
- To reduce the need to travel and improve transport accessibility in sustainable ways

ENVIRONMENTAL
- To protect, enhance and manage biological and geological assets
- To protect, conserve and enhance landscape character, places of architectural, historic, cultural and archaeological value
- To tackle climate change and make the most sustainable use of the earth’s resources
- To manage flood risk and the impacts of flooding
- To protect and enhance water resources and minimise pollution of water, air and soil

4.9 The Preferred Core Strategy themes are also presented in the diagram below which shows how they relate to and have evolved from the themes used in the previous Issues and Options Papers.
5 GROWTH POINT UPDATE

5.1 Announced in December 2005, the Growth Areas and New Growth Points initiative is part of the Government's ambition to increase levels of new housing supply nationally to 240,000 homes a year by 2016. The Government are proposing that funds will be released from the Community Infrastructure Fund to help enable Growth Point sites to come forward quickly. However there is also the expectation that most new housing sites will be self funded in terms of infrastructure and will cross subsidise the provision of affordable housing.

5.2 In the Government's own words, the initiative is 'designed to support local communities who wish to pursue sustainable growth, including new housing, through a partnership with Government.' New Growth Point status is not a statutory designation but is about a relationship between Central Government and local partners based on 4 principles:

- Early delivery of housing as part of growth plans;
- Supporting local partners to achieve sustainable growth;
- Working with local partners to ensure that infrastructure and service provision keep pace with growth;
- Ensuring effective delivery.

5.3 Before the latest announcement there were four major Growth Areas and twenty nine New Growth Points designated across the country under the initiative and the Growth Points element of the programme has recently been opened up to the Northern regions of England. These areas (along with the “eco-towns”) will receive priority for infrastructure investment funding as part of the Government’s 2007 Comprehensive Spending Review.

5.4 In 2007 the Government invited Expressions of Interest (EoI) from local authorities to be considered as Growth Points in the three Northern regions. In the North West Region, six Growth Point EoI bids were submitted, including one from the Central Lancashire authorities, Blackpool Council and Lancashire County Council. All six North West EoIs were accepted by the Government in an announcement on 16 July 2008, to go forward to the next stage in the process.

Central Lancashire, Blackpool Growth Point Expression of Interest (EoI)

5.5 After the Central Lancashire/Blackpool EoI was submitted, contact took place between the five authorities and Wyre and Fylde Borough Councils and measures of support have been received from them.

5.6 One of the key expectations from Government is that Growth Points should bring forward new housing at a quicker rate than envisaged by the Regional Spatial Strategy (RSS), so that at
least 20% more homes are delivered in the period to around 2016. Taking account of possible sites in Central Lancashire and Blackpool that could be brought forward in this time period, the EoI referred to an expectation that a total of about 20,000 new homes could be achieved over the 9 years, offering a mix of types, in the right locations, and commensurate with longer term sustainable growth. This wave of new housing would represent at least 25% more than the provision figures in the new RSS - at least 2,200 per year and almost 500 homes per year in excess of RSS.

The submission stated that at least 4,000 of the new homes would be affordable and comprise a mix of social rented and shared equity properties. The EoI also envisaged that the growth would be achieved in a sustainable manner, embodying regeneration initiatives, and would be integrated with employment opportunities and enhanced transport and infrastructure provision. The EoI included a bid to the Government for infrastructure funding to enable delivery of the early sites in the programme.

The location and distribution of Growth Points within the North West region is one of the policy areas under consideration as part of the Partial Review of RSS and the Preferred Options for the Central Lancashire Core Strategy must be flexible enough to enable the outcome of the review to be incorporated into the version of this Core Strategy that is submitted to Government in 2009.

The spatial planning implications of Central Lancashire forming part of a New Growth Point (NGP) means that this Preferred Core Strategy is required to include a spatial option that would accommodate NGP status. Following the Government’s announcement, the Councils are considering the next stage in the process, which is to prepare a Programme of Development (PoD) and bid for infrastructure funding.

Evidence emerging from the Central Lancashire Transport Study suggests that certain sites included in the original EoI should be brought forward ahead of others, due to their proximity to existing and proposed public transport links. In the event that Wyre and Fylde Borough Councils elect to join the original EoI partners, further potential housing sites would be included within the Growth Point area.

Even if the Central Lancashire/Blackpool NGP does not proceed, the Partial Review of RSS is likely to revise and increase housing numbers in the North West.

Should the spatial implications of a Growth Point going forward mean that the Preferred Option for Locating Growth and Investment within Central Lancashire differs from that put forward in this Preferred Core Strategy, a further round of public consultation on a Growth Point spatial option will be
done prior to the Core Strategy being submitted.
LOCATING GROWTH AND INVESTMENT

6.1 This is the overall strategy for directing where new development and investment in services goes in Central Lancashire. The backdrop to the strategy is one of growth: there is a particular need to accommodate new housing and employment and the infrastructure that goes with these uses. However, this growth must be achieved in the most sustainable way so as to protect and, where possible, enhance the area’s environmental and social assets. In particular achieving the most sustainable location of activities will bring profound benefits in terms of minimising climate change.

6.2 Infrastructure includes many things. There are the physical features such as roads and sewers as well as the services like training and community safety. It covers both the upfront setup (capital) costs such as providing a new library building as well as the running costs (revenue) like in operating a bus service.

6.3 Most parts of Central Lancashire could be further developed but as the Spatial Portrait makes clear the Plan area has many attractive features and much in the way of local character. This is especially true in terms of the ‘room to breathe’ characteristic. These attributes could be lost forever by allowing the wrong types and scale of development to take place in unsuitable locations.

6.4 In deciding the location of new development, the existing sizes of places is a factor to consider along with the level of services currently available but any present shortcomings in this regard are also relevant. It is sensible to minimise the need to travel because most types (modes) of transport pollute the environment with carbon and other emissions and are becoming increasingly costly to use; travelling can also take up a lot of time.

6.5 A factor that has been thoroughly looked into is the risk of flooding. A Phase 1 Strategic Flood Risk Assessment has been done. This maps the current risk of areas flooding but also aims to predict how that is likely to change if present trends in climate change continue into the future. Most places in Central Lancashire are not susceptible to river and/or tidal flooding but some places are and are likely to be more so in the future. These risks have been taken account of in proposing the spatial distribution of development and in particular not to encourage it near to the River Ribble and at Croston. More details on flood risk are included in the Climate Change, Energy and Resource Use theme.

6.6 Three alternative spatial options were presented in Issues and Options Paper 2: Spatial Options (November 2007). These were:

1. Focus growth on Preston City and the other main urban...
6.14 This Core Strategy need to take full account of cross-boundary issues with neighbouring districts. This is particularly so with

6.10 The urban area of Preston is not just the City north of the Ribble as those suburbs to the south of the river function as part of the same built-up extent. However, there are more distinct communities here with their own district shopping centres and separating green spaces.

6.9 The Spatial Portrait describes the character of places in Central Lancashire and the diagram that goes with it shows these in a more urban core with more rural areas to the north, east and west. This urban core is interwoven with open green land that also connects with the countryside beyond making a Green Infrastructure network. It is important that this locally distinctive attractiveness is not lost through further development. This can be achieved by focussing most new development on previously developed (brownfield) sites, limiting greenfield construction and improving Green Infrastructure.

6.8 Whilst the representations submitted tended to favour Option 1, the other options also received support, and a number of alternatives were also suggested.

6.7 These all took account of the roles and functions the different places have now and could play in the future bearing in mind their potential to accommodate growth.

6.6 The Employment Land Review assesses quality, both of sites proposed for employment development, and selected premises in employment use.

6.5 The study considers the employment land provision figures that are set out in the Secretary of State’s Proposed Changes to the North West Regional Spatial Strategy (RSS). It refers to these being based on recent take-up rates and equates the requirements in Central Lancashire with the recent take-up rates in Preston, South Ribble and Chorley. This would give a requirement of 336 hectares across the combined area (Preston 133 ha, South Ribble 114ha and Chorley 89 ha) for the 2005 – 2021 period. This means a gross provision (ie not taking account of any losses) of land being brought into employment use. The study states that this is only a proxy guide and that the disaggregation of the RSS overall requirements into sub-regions are intended to be agreed between Local Authorities and other partners through a process facilitated by the North West Regional Assembly.

6.4 The two towns of Leyland and Chorley act as Key Service Centres, with a range of existing housing and employment opportunities as well as retailing and other services that serve a wide area. Farrington adjoins and acts as part of Leyland urban area. Both Leyland and Chorley have regeneration opportunities although some greenfield development would also be appropriate at Chorley.

6.3 Further east of the City Centre is Inner East Preston in the New Hall Lane area. This is the most deprived part of the City is a key gateway and requires comprehensive regeneration including significant investment in the housing stock and environmental improvements.

6.2 Preston City itself is made up of different areas. The City Centre has by far the largest concentration of commercial activity but there are opportunities to improve this through retail, office and housing redevelopment, particularly through the Tithebarn scheme to the east of the centre and the Knowledge Nuclei Site/Central Business District proposals to the west with its association with the University of Central Lancashire.

6.1 The urban area of Preston is not just the City north of the Ribble as those suburbs to the south of the river function as part of the same built-up extent. However, there are more distinct communities here with their own district shopping centres and separating green spaces.
Para Main Text

Longridge town in Ribble Valley situated to the north east of Preston but right next to the Central Lancashire boundary. The town serves rural areas to the north and east of Preston and could be developed westwards into Central Lancashire.

6.15 There are other major freestanding and urban extension sites which the spatial strategy needs to recognise as they can play a key role in providing for the housing and employment growth of Central Lancashire.

6.16 It is proposed to distinguish between those Local Service Centres that are close to the Key Service Centre towns of Chorley and Leyland which are more urban in character from Local Service Centres in more rural locations. Urban Local Service Centres benefit from short transport connections with services in the nearby towns. Rural Local Service Centres serve their own residents and those in nearby villages with basic services and are well placed to provide for future local housing and employment needs.

6.17 The Preferred Option below is a hybrid version of the three spatial options presented at the previous Issues and Options stage in that it has parts of all three previous options. It is considered the best option for dealing with future growth. The latest advice to government Ministers on future housing requirements is that these could be 20% higher than those in the new Regional Spatial Strategy for the North West. The Preferred Option refers to the character and setting of places it is envisaged that guidance on this will be produced in the form a Supplementary Planning Document.

Locations Diagram

Preferred Option

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

Growth and investment will be concentrated in:

The Preston urban area comprising:

- The City Centre and adjacent inner city suburbs, focussing on regeneration opportunities in Inner East Preston, the Tithebarn Regeneration Area and Knowledge Nuclei Site/Central Business District in particular.
The northern suburbs, focussing on local centres, with some greenfield development.

The suburbs south of the River Ribble, comprising:

- Penwortham, focussing on the regeneration of the district centre but with some greenfield development
- Lostock Hall, focussing on the regeneration of the district centre and brownfield sites.
- Bamber Bridge, focussing on the regeneration of the district centre and brownfield sites.
- Walton-le-Dale, focussing on previously developed sites.

The Key Service Centres of:

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

Existing Strategic Sites at:

- Buckshaw Village – mixed use
- Cuerden Regional Investment Site - employment
- Botany / Great Knowley – employment
- Land at Cottam - housing
- Goosnagh/Whittingham – mixed use.

New Strategic Site at

- BAe Samlesbury - employment

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

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

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

- Brinscall / Withnell
- Eccleston
- Longton

In other places- smaller villages, substantially built up frontages and Major Developed Sites development will typically be small scale and limited to appropriate infilling,
Para  Main Text

conversion of buildings and proposals to meet local need unless there are exceptional reasons for larger scale redevelopment schemes.

6.18 The Preferred Spatial Option does not require any substantive review of the existing Green Belt boundary (although detailed boundary changes may be necessary). Issues and Options Paper 2 suggested the possibility of a strategic review of the extent of Green Belt, but the new Regional Spatial Strategy policy RDF4 does not envisage any such change at least in the short term.

Reason

6.19 This Preferred Option will comply with national and regional policy and will satisfy development needs in a sustainable way. Development will be focussed on the main urban area and Key Service Centres, and on brownfield sites and regeneration areas in particular. At the same time, the strategy will protect the character of existing suburbs, promote the development of major sites, and encourage development at local service centres where this will enhance their vitality and viability. Environmental assets will be protected and enhanced and no strategic review of Green Belt boundaries is proposed.

6.20 The delivery of this Option requires the co-ordinated efforts of public and private sector agencies. The Central Lancashire authorities will implement it through their development control decisions. Lancashire County Council will have an input as highway and transport authority, as well as a provider of key services like education and social care. Utility companies need to align their investment strategies. The impetus for growth will stem from private sector investment.

Not Favoured Options from Issues and Options Stage

<table>
<thead>
<tr>
<th>OPTION</th>
<th>REASONS NOT FAVOURED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Spatial Option 1: Focus growth on Preston City and the other main urban areas</td>
<td>Does not have regard to the definition of key or local service centres, and does not address rural issues of economic development and service delivery. Does not give priority for growth and investment to Preston City Centre and areas in need of regeneration. Misses key out of centre employment sites. Does not address issues around intensive development in suburban locations.</td>
</tr>
<tr>
<td>Spatial Option 2: Target growth to a few priority urban locations but protect suburban areas.</td>
<td>This lacks focus on key and local service centres and does not address rural issues of economic development and service delivery. Does not address key out of centre employment sites.</td>
</tr>
<tr>
<td>Spatial Option 3: Spread growth between all the main urban areas and identified rural service centres, including development at Park Hall/Camelot and the identification of Higher Walton/Gregson Lane/Coup Green</td>
<td>Does not target those areas most in need of regeneration. Some sites and areas put forward in this Option are not preferred. This includes Park Hall/Camelot and the Higher Walton/Gregson Lane/Coup Green</td>
</tr>
</tbody>
</table>
In putting forward this Preferred Option, the Central Lancashire authorities have not ruled out other options, and recognise that it needs to be tested through engagement with stakeholders. In relation to the Spatial Option in particular, further consideration will be required if the Growth Point expression of interest is taken forward.
7 CLIMATE CHANGE, ENERGY AND RESOURCE USE

Strategic Objective - To tackle climate change and make the most sustainable use of the Earth’s resources

Strategic Objective – To manage flood risk and the impacts of flooding

Strategic Objective – To protect and enhance water resources and minimise pollution of water, air and soil

7.1 The most important issue locally, nationally and globally is climate change. This is affected by energy use and has implications for other resource use in terms of water supplies and flood risk. How construction materials are sourced, made, recycled, reused or disposed of also has climate change effects. Planning for the sourcing and extraction of minerals and waste management are the responsibility of Lancashire County Council and are being dealt with in the countywide Minerals and Waste Local Development Framework. However this Core Strategy can influence what, and how, materials are used for construction.

7.2 This theme also considers other resource use and misuse (pollution) issues affecting rivers, air and soil.

Climate Change

7.3 The need to address the causes and effects of climate change raises wide ranging issues. Most fundamental of all is that the spatial location of land use development and associated activities can have a profound affect on energy use. This is referred to in the previous section on Locating Growth and Investment. Related to this is reducing the need to travel and energy used in transport. This is considered in the Travel theme.

7.4 Reducing carbon emissions to the atmosphere, through increased use of low or zero carbon energy sources (such as the commonly referred to ‘renewable energy’) and greater energy efficiency in buildings and their construction is seen as a key part of the government’s strategy towards climate change. How these matters can best be dealt with locally is covered in this part of the Core Strategy.

Building Energy Efficiency and Low Carbon Energy Generation

7.5 In relation to energy consumed in the construction and use of buildings, government guidance emphasises the importance of setting out locally robust policies to promote minimum energy efficiency requirements that are at least in line with the Code for Sustainable Homes and developing guidance for other types of buildings.
Para  Main Text

7.6 In most cases, ‘renewable’ energy can only be captured in locations where the resource (wind speeds, fall of water etc.) naturally occurs. Transporting a resource such as a vegetation or waste product long distances to where its energy is to be used can undermine its low carbon benefits. Each type of energy capture technology has its own locational characteristics and specific requirements. The same technology can operate at different scales. ‘Wind power’ can be captured at the ‘micro-generation’ scale such as an installation on an individual building. A medium sized wind turbine could be considered ‘decentralised’ generation where it serves a neighbourhood. Whereas large scale energy capture includes so called ‘wind farms’ comprising from several up to many full size turbines. These are energy generation developments in their own right. This Core Strategy deals with all these scales.

7.7 Central Lancashire is well placed to provide new build development that can be designed in a sustainable way. It also currently produces relatively high levels of carbon emissions. The area is very rich in natural renewable resources. Ground conditions are such that it is generally suitable for ground source heat. This allows the straightforward integration of micro-generation technologies into building design. All development should comply with Part A of the proposed preferred option below, unless the applicant can demonstrate, including through the use of open book accounting, that an individual site’s circumstances are such that development would not be feasible or viable if the policy were to be implemented.

7.8 On the whole, areas of visual or historic sensitivity within Central Lancashire will be able to integrate appropriate renewable energy features to satisfy this policy. If it were considered that the special circumstances of the statutory protection would be compromised by the implementation of this policy then this requirement would not be insisted upon. However, the Council’s would need to be persuaded that a serious attempt had been made to integrate energy efficiency measures and renewable energy capacity in the building design. The fact that a building is Listed, for its historic or architectural importance, would not in itself be a reason not to implement the policy. The National Trust has been able to integrate such requirements in some of its properties without harm, demonstrating that this is feasible. Further advice can be found on the website at www.helm.org.uk.

7.9 The preferred approach will therefore be to promote the development of renewable energy but to direct it to where the technology is most viable and where environmental impacts can be minimised. Impacts may include visual effects, noise, odour or increased traffic arising because of the development. However all these considerations, including viability, need to be treated with care because energy capture technologies are rapidly developing both in terms of efficiency and also in the...
A further consideration at the local scale is the design of individual buildings, both internally and externally. Building orientation (such as facing the sun/prevailing winds) is significant as is the positioning of buildings in relation to each other and to trees (development layout considerations). These factors can all help energy capture and efficiency.

Additionally the ‘future proofing’ of new buildings should also be taken into account. Climate change is already occurring and in future is likely to bring about more extremes of weather locally such as higher winds, rising sea levels, periods of excessive rainfall, but also longer droughts, and greater extremes of heat and cold.

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

The pioneering work done ahead of this Core Strategy in producing Chorley’s Sustainable Resources LDF document can be extended to Central Lancashire as a whole. As is to be expected from being nearby, the landform features and associated meteorological conditions (such as wind speeds) in South Ribble and Preston are very similar to those in Chorley Borough. The evidence behind the Chorley document demonstrated the considerable scope for low carbon energy capture in this locality and this supported the case for setting higher and earlier targets than the national ones in the Development Plan Document. This approach can be replicated as policies for Central Lancashire.

The Spatial Portrait refers to the environmental assets and building methods and sustainable use of resources.

Opportunities for renewable energy in Chorley, a joint report by Renewables Northwest, Sustainability northwest, Chorley Borough Council and GONW.

Landscape Sensitivity to Wind Energy Development in Lancashire – Lovejoy report February 2005. Provides strategic guidance on the sensitivity of Lancashire’s landscapes to wind energy developments. A set of criteria was established to consider the sensitivity of landscapes to wind energy developments; the criteria selected reflect the attributes of a landscape that influence its sensitivity to wind energy developments. These criteria are considered in four categories - Physical/ Perceptual/ Visual/ Value.

It will be important to take account of the implications of climate change, to reduce greenhouse gas emissions and to mitigate against climate change impacts.

Targets should be included for renewable energy in all new developments. Practical and achievable targets should be set for renewable energy supplies.

New developments should take passive design into account for solar gain and shelter. Solar Panels should be encouraged.

Encourage the use of more renewable energy, but you did not express a preference for how, other than to include renewable targets in new developments.

Support the minimisation of environmental impact and sustainable energy production.

Consider increasing sponsorship and support for the development of renewable and low carbon technologies.

Wind turbines have doubtful cost effective returns.

Local Authorities, NWDA, NWRA, energy suppliers and distribution Network Operators (United Utilities Electricity and Scottish Power, construction companies, developers, transport providers and other organisations as appropriate.

WATER MANAGEMENT AND FLOOD RISK

Water Management

The Spatial Portrait refers to the environmental assets and
Para Main Text

large scale water features of the area. These range from the internationally important estuary area, to rivers and streams, canals and reservoirs that all play an important part in the life in the area. They are vital natural resources that provide drinking water, wildlife habitats, and play an key role in recreational activity.

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

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

7.17 There is growing awareness that water resources are under increasing threat from climate change and flooding (which can also cause pollution), population growth, new developments and general increases in water use. However, Central Lancashire has an overall surplus of drinking water supply and this is forecast to remain the case up to at least 2035, which is beyond the Plan period for this Core Strategy. Some water abstraction from local rivers takes place but is again not considered to be reducing flow rates to levels that would endanger biodiversity or general amenity.

7.18 Despite having adequate water supply it is still important to conserve and minimise the use of water for a number of reasons. As well as helping to maintain a balance between the demand and supply of water, there are obvious costs associated with collection and purification, energy costs (both financial and environmental) related to the distribution and pumping, and wastewater treatment costs. Major new developments in some areas will also require significant new infrastructure to service them.

7.19 It makes good sense and contributes to the sustainable use of resources, to secure changes in the way water is used. It will be important to ensure that new developments at least achieve the minimum standards for potable water efficiency as defined in the Code for Sustainable Homes. However there is again scope to go further. Annual rainfall levels are quite high in Central Lancashire and there is considerable scope to use this within buildings such as for toilets as well as re-use of so called Givens/Evidence/You Said/Delivered By/Targets/Monitoring PPS 25 and the supporting Good Practice Guide - PPS25 requires that, as part of any SFRA, all sources of flooding are identified. In order to assess the risk of flooding, the Environment Agency (EA) has provided data and has been closely involved with the Central Lancashire SFRA. In addition, other key stakeholders that have been consulted and that have provided data include United Utilities, Lancashire County Council, British Waterways and the Highways Agency. Parish Councils have also been consulted. From historical flood records, and using other sources of flood risk information, six main sources of flood risk were identified: fluvial flooding, tidal flooding, sewer flooding, surface water flooding, groundwater flooding and flooding from artificial sources.

The new North West Regional Spatial Strategy, Policy EM5 sets out that local authorities should protect the quantity and quality of surface, ground and coastal waters and manage flood risk.

Evidence United Utilities Draft Water Resources Management Plan – sets out UU’s plans to manage supply and demand of water resources.

Chorley Sustainable Resources DPD 2007 – as above. This document also covers issues related to sustainable use of water resources and sustainable urban drainage techniques.

Code For Sustainable Homes –The Code measures the sustainability of a new home against nine categories of sustainable design, rating the ‘whole home’ as a complete package. It uses a 1 to 6 star rating system to communicate the overall sustainability performance of a new home and sets minimum standards for energy and water use at each level.

Catchment Flood Management Plans – Douglas/Ribble - In carrying out the SFRA, flood related planning policy at national, regional and district levels was collated and tabulated. This serves to highlight the fact that flood risk is taken into account at every hierarchical level within the planning process and also helps to demonstrate how the SFRA will feed into the three Council’s LDF process.

The main source of flood risk policy and strategy within the sub-region are Catchment Flood Management Plans (CFMPs). The three relevant CFMPs shaping flood risk management, guidance and strategy covering the Central Lancashire study area are the River Douglas CFMP, the River Ribble CFMP and the River Wyre CFMP. As well as highlighting the flood risks within a catchment, CFMPs also outline
7.20 New developments will also be expected to deal with surface water run off. Traditional drainage practice is designed to move rainwater as quickly as possible to main watercourses or soakaways. This has implications in terms of flood risk, pollution and depletion of groundwater resources. The Regional Spatial Strategy already requires all developments to reduce surface water run off (and thereby reduce flood risk) through the use of sustainable drainage systems (SuDS). At present the regional water company - United Utilities - will not adopt SuDS structures although they do encourage their installation including e.g. permeable paving / driveways, green roofs, water butts etc. A key aim is to resolve this adoption issue.

Flood Risk

7.21 A phase 1 Strategic Flood Risk Assessment (SFRA) for Central Lancashire was completed in December 2007. It forms the key to meeting national and regional policy requirements in relation to flood risk issues.

7.22 The evidence base demonstrates that the catchments of three main rivers, the Ribble, Douglas and Wyre, define the main hydrological influences of Central Lancashire. Parts of these catchments in the west are tidally influenced.

7.23 In summary, the evidence base identifies that:

- the fluvial and tidal flood risk is low;
- Parts of Croston, Penwortham and Walton-le Dale are identified as being at particular risk, together with a number of other smaller areas;
- The risk of sewer flooding is most likely to affect areas in Grimsargh, Walton-le-Dale and Euxton;
- There is little risk of groundwater flooding although after sustained rainfall Preston and areas immediately south of Preston are at some risk of flooding to basements or underground car parking facilities.
- The risk of flooding from the canal network or reservoirs is also identified as low, though a residual risk remains.

7.24 The best approach is to direct development away from areas of flood risk and this is taken account of in the Preferred Option for Locating Development and Investment. Where this is not possible (having followed the sequential test in PPS25) then the development would have to provide wider sustainability benefits, should be on previously developed land and be able to demonstrate that the site / area will be safe and will not increase risk elsewhere. Any site proposed for development in high flood risk areas will need to be subjected to more detailed assessment.
7.25 Because they are interrelated, water supply and flood risk should be dealt with together. This will help achieve the effective management of water and the delivery of the EU Water Framework Directive.

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

7.27 Transport and congestion are major contributors to air pollution locally and there is often a direct link between poor air quality and the main transport corridors. There are no major industrial sources of air pollution in Central Lancashire.

7.28 In view of this, improvements to air quality will be best achieved through the implementation of the Travel Strategic Objective and preferred options. That Theme of the Core Strategy considers how growth and development can be accommodated...
in locations that will reduce reliance on the car and seeks to encourage more sustainable transport solutions.

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

Soil

7.30 National and regional policies set out the need to maintain and enhance the resilience and quality of soils, and to encourage the sustainable use of soil resources, including protecting the best and most versatile agricultural land. Central Lancashire benefits from the presence of large areas of good quality agricultural soils, especially in the west. Fertilisers and pesticides play an important part in the agricultural quality of land, but there is some evidence that farm run off does pollute local rivers.

7.31 The Sustaining the Rural Economy Theme refers to the likely upturn in local agriculture and this will re-emphasise the importance of making good use of the best farmland as well as the need for responsible chemical applications to fields and crops. Achieving a balance between productivity needs and pollution and biodiversity implications is required.

7.32 There are now no extensive areas of despoiled land in Central Lancashire. Considerable work has already taken place to do not comply with emissions requirements.

Planning Policy Statement 23 Planning and Pollution Control, Annex 1: Pollution Control, Air and Water Quality. Explains the background to the Pollution Control legislation, its interactions with the planning system and how these interactions are dealt with.

Air Quality Strategy for England, Scotland, Wales and Northern Ireland - aims to improve and protect ambient air quality in the UK, and to protect people’s health and the environment from the adverse effects of air pollution.

Evidence

Air Quality Management Area Designations - There are 6 AQMA’s in Central Lancashire, (2 in Preston and 4 in South Ribble). All 6 are linked to major roads and/or road junctions and have been declared due to excessive Nitrogen Dioxide, having met the requirements for maximum standards against the other 6 pollutants monitored.

You said

Measures to reduce pollution are needed.

The area should be totally smoke free.

Delivered by

Councils, Environment Agency

SOIL

Givens

The new North West Regional Spatial Strategy, Policy EM2 sets out that remediation of contaminated land is fundamental to improving the image of the area and encourages the adoption of sustainable remediation technologies.

Environment Agency Soil Classification – The EA sets the standards for soil classifications.

Evidence

The Agricultural Land Classification Maps show the extent of different grades of soils. The classifications for Lancashire can be found on www.magic.gov.uk an interactive GIS based system bringing together information from 6 government agencies. Central Lancashire has just over 1% of land of Grade 1 and Grade 2 quality. Approximately two thirds of land in the area is Grade 3 agricultural land.
restore and remediate contaminate and derelict land including the former coal workings in the south of the plan area. Although there are still some small scale local areas of despoiled land, they are not considered a significant spatial issue.

Preferred Option

A. To Incorporate Sustainable Resources into New Development through the following measures.

All new dwellings will be required to meet Level 3 of the Code for Sustainable Homes by 2010, Level 4 by 2013 and Level 6 by 2016. Minimum energy efficiency standards for all other new buildings to be “very good” (or where possible, in urban areas, “excellent”) of the Building Research Establishment’s Environmental Assessment Method (BREEAM).

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

(a) Evidence is set out to demonstrate that the design and layout of the building minimises energy use, maximises energy efficiency and is flexible enough to withstand climate change and;

(b) Appropriate decentralised, renewable or low carbon energy sources are installed and implemented to reduce the carbon emissions of predicted energy use by at least 10%. (This minimum figure is to increase to 15% for any applications received from 2010 and to 20% from 2015 onwards).

(c) Appropriate storage space is to be provided for recyclable waste materials and composting and;

(d) If the proposed development lies within a nationally designated area, such as a Conservation Area or affects a Listed Building, it will be expected to satisfy the requirements of the policy through sensitive design unless it can be demonstrated that complying with the criteria in the policy, and the specific requirements applying to the Code for Sustainable Homes and BREEAM, would have an adverse effect on the character or appearance of the historic or natural environment.

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

B. To encourage the development of Renewable and
Low Carbon Energy Schemes as follows.

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

(a) The proposal would not have an unacceptable impact on the landscape character and visual appearance of the local area, including the urban environment.
(b) The reason for the designation of a site with statutory protection would not be compromised by the development.
(c) Any noise, odour, traffic or other impact of development is mitigated so as not to cause unacceptable detriment to local amenity.
(d) No significant harm will be caused to local nature, ecology and biodiversity and any adverse impact will be appropriately mitigated and/or compensatory provisions are made.
(e) Any significant adverse local affects of the proposal are outweighed by wider environmental, social and economic benefits.

C. To improve water quality, water management and to reduce the risk of flooding by:

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

D. To improve air quality through delivery of the preferred option on Green Infrastructure and through taking account of air quality when prioritising measures to reduce road traffic congestion.
E. To take account of the best and most versatile agricultural land, (that in Grades 1, 2 and 3a) that occurs in the west of Central Lancashire when considering both agricultural and other forms of development to avoid irreversible damage to and instead achieve the full potential of the soil.

Reason

Spatial planning has a key role to play in securing sustainable communities. It should be seen as a key tool in securing a successful response to climate change, reducing vulnerability to it and improving resilience. Making the most prudent use of natural resources is also a key aspect of national policy in relation to securing sustainable growth.

Not favoured options from Issues and Options Stage

<table>
<thead>
<tr>
<th>Option</th>
<th>Reasons not favoured</th>
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<tbody>
<tr>
<td>In relation to tackling climate change and its predicted impacts the alternative is to avoid setting a positive framework for delivering renewable energy and carbon reduction targets.</td>
<td>Climate change is considered to be one of the most challenging issues facing the world today. Reducing carbon emissions, through improving energy efficiency and development of renewable energy schemes is seen as the key to the way forward. Central Lancashire is also well placed to make a positive contribution to national and regional renewable targets. In addition to this, there is a myriad of national and regional policies that outline the importance of setting a positive framework for delivering targets for renewable energy and reductions in carbon emissions. Justification for this approach is therefore provided by national policy and proposed changes to RSS.</td>
</tr>
<tr>
<td>A number of options were proposed in the initial Issues and Options Report, in relation to renewable energy generation. Alternatives considered included encouraging only large scale renewable energy schemes, only small scale, a combination of both, and encouraging the setting of targets for creation of renewable energy.</td>
<td>None of these options were particularly welcomed by respondents to the Issues and Options Report. Almost half failed to respond to these alternatives, and results were inconclusive. Whilst 14% preferred the encouragement of small scale schemes, these same respondents were not prepared to see targets being set. As small scale generation alone would not be able to meet national and regional targets, this approach has been discounted, in favour of an option that will see Central Lancashire making a proportionate contribution to targets set out in RSS.</td>
</tr>
<tr>
<td>The initial Issues and Options Report also set out a number of alternatives in relation to the most suitable ways of avoiding flooding in developments. Options considered included avoiding any new development in areas at risk of flooding, assessing flood risk and allowing development in low risk areas, or insisting that developers take action to limit the risk. A combination of the above issues was also considered.</td>
<td>Avoiding any new development in areas at risk of flooding was the most favoured approach. Whilst 49% of respondents did not respond on this issue, over half of those that did felt that this was the best approach. There was also some support for insisting that developers take suitable action to limit or prevent flooding too. These preferred approaches have been incorporated in the Preferred Option.</td>
</tr>
<tr>
<td>To allow market forces to determine development sites, regardless of flood risk</td>
<td>This option would open up the risks of future developments being subject to high risk of flooding, having insufficient infrastructure capacity</td>
</tr>
</tbody>
</table>
7.34 The Central Lancashire authorities have not ruled out other options that may arise from future engagement with stakeholders, or changing circumstances, so the preferred way forward may be further amended for the next version of the Core Strategy.
8 HOUSING

**Strategic Objective – To improve access to good quality and resource efficient housing including affordable housing.**

**Improvement and Renewal of Existing Housing**

8.1 The vast majority of housing in the area is good quality, but there are pockets of properties that require concentrated action. The Government is promoting a standard by which all homes can be assessed as to whether they are ‘decent’ or not. Progress on this is being made as all the local authorities in Central Lancashire have transferred their housing stock. However there are particular problems in some privately rented accommodation especially houses in multiple occupation in Preston with its student population. The developers of new housing could be required to contribute monies to top up funds available to improve existing housing.

8.2 As well as the state of repair, another aspect of concern are homes that remain poorly insulated making them expensive to heat. These are typically occupied by people least able to afford energy. These households are said to be in ‘fuel poverty’. This is defined as when a household spends more than 10% of their income on heating their home.

8.3 There is also the growing issue of residential properties that have been empty for a long time. The numbers are not high but by being vacant they are a wasted asset. Some of these properties are in need of repair before they can be brought back in to use. The conversion of these properties into different types and sizes of residences may help pay for the improvements needed. Bringing empty dwellings back into use and improving existing housing generally can have the added benefit of increasing the stock of affordable homes.

8.4 As part of supporting individuals unable or unwilling to fund improvements themselves. A risk assessment is undertaken through the new Housing Health and Safety Rating System and where required improvement notices can be served on owners. Financial assistance can be via a full or partial grant or through a loan. The latter can be in the form of a charge upon the property. The trust of government policy is to pull away from grant dependency.

**Preferred Option**

Enable improvements to existing, including empty, housing by:

a. Targeting housing improvements in areas of greatest need such as in Inner East Preston, and to combine with wider regeneration initiatives such as...
Para Main Text

in Chorley and Leyland town centres.

b. Requiring developers of market housing schemes to contribute to improving existing housing particularly through providing affordable accommodation and/or environmental improvements.

c. Encourage the conversion of empty homes including sub-division and amalgamation to other appropriate uses including other types of housing.

Reasons

a. Targeted action on concentrations of greatest need would be the most efficient use of resources as would combining with other initiatives that and have wider regeneration benefits.

b. Developer contributions would enable more improvements to be made to those achieved through other funding means and spread the benefits of new housing to existing housing areas with the added advantage of increasing the quantity of affordable accommodation.

c. A flexible approach to the reuse of empty homes means that they can be re-sized to meet the differing local housing needs of the area or converted to uses that are complementary to a residential neighbourhood. This ranges of choices should help the re-uses be self funding.

8.5 Not Favoured Options from Issues and Options stage

<table>
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<tr>
<th>OPTION</th>
<th>REASONS NOT FAVOURED</th>
</tr>
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<tbody>
<tr>
<td>Encourage smaller housing improvement schemes in other areas.</td>
<td>Targeted action is only feasible for larger concentrations of housing disrepair.</td>
</tr>
<tr>
<td>Promote clearance of sub standard housing.</td>
<td>Clearance breaks up communities and in many cases removes properties that could be repaired.</td>
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8.6 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.

Provide for and Manage the Delivery of New Housing

8.7 Central Lancashire has been a popular area to live for many years however under the old Regional Spatial Strategy there were recently restrictions placed on the amount of new housing land that could be developed. The table below shows the amount of house building in each district since 2003.

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To achieve the Government’s housing planning goal in Planning Policy Statement 3 aims:

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.
In the future the population of Central Lancashire is expected to rise from 342,300 in 2006 to 374,600 in 2026 – a 9% increase. More significantly from a housing point of view, the number of households is predicted to go up by 21%. Many of these will be made up of elderly people in single person households who are more likely to develop mobility problems – hence the need for more suitable accommodation including Lifetime Homes that are more capable of being used by people with mobility difficulties but these people will not all want smaller accommodation. Increasingly frail older people will however require greater care and may come to need specialist housing – this is considered in more detail later.

The new Regional Spatial Strategy (RSS) sets higher housing provision requirements than the previous one. This is because of the higher predictions for the numbers of households and economic growth in the region. The current downturn in the national economy is looked on as a short term event. The Government is keen to increase the supply of new housing both for the county as a whole and in the North West region. The aim is to achieve a better match between increasing households and housing supply which may also improve the affordability of properties.

The new RSS housing provisions can be exceeded on a year by year basis provided such over-provision is not excessive or prolonged. In particular it should not lead to too much residential development on greenfield sites nor go against the aim of locating new housing in the most sustainable locations. Account must also be taken of any adverse affect on existing housing and markets both within and outside Central Lancashire. These aspects can be assessed by thorough and regular monitoring.

Research has shown that Central Lancashire largely functions as a single housing market area in that the vast majority of
Para Main Text

house moves take place within the area. At 77% there is a higher than regional average proportion of owner occupied accommodation and a significant over-representation of detached properties whilst there are fewer flats. However more research will be done to find out precisely what types and tenures of housing are required for the future including taking account of likely trends in home working and the need for live/work units. The number of vacant properties is low in Central Lancashire – just over 3% of the housing stock.

8.12 National planning policy stresses the importance of identifying sources of land for housing and allocating such sites for this use rather than assuming previously unidentified (‘windfall’) sites will come about at a particular rate. However in practice it is not possible to know in advance where all proposals for new housing will arise. There will always be small infill plots coming forward and larger sites, in particular those where existing uses come to an end. Elsewhere this Core Strategy considers the reuse of former employment sites for residential development.

8.13 Achieving the ‘right’ balance between economic development and housing – such as trying to match the numbers of jobs and places to live is difficult to gauge. Having a mix of uses on the same site is however a feasible approach and local research (the Employment Land Review) has shown there are a number of sites potentially suitable for such development.

8.14 Both national and regional policies call for the supply of land for house building to be monitored and managed and put a particularly emphasis on maintaining a 5 year supply of deliverable housing land whilst at the same time look to the following 10 year sources of supply. It is sensible to have some land in reserve than the bare minimum so long as it is appropriately located and of the right type. However it can not be expected that every year housing provision requirements will be exactly met in all respects, it is more realistic to take a medium term view when assessing the delivery of new housing.

8.15 A further issue to consider is the quality of new market housing. Housing Corporation funding for new build housing association properties is dependent on specific internal space and room provision standards being met. The quality of the construction and materials used is also high. Recent problems in the housing market have highlighted how private sector properties are often built to a lower standard. The Housing Corporation has money available for housing associations to buy housing developers’ unsold properties but most of these have not been built to a sufficiently high standard for the grant to be used.

8.16 A wider related issue is the overall design quality of new housing. The use of ‘standard’ house types can often produce less than ideal developments as they rarely reflect the local character of places and the specific circumstances of individual sites. There is an opportunity to improve the design of all new housing through a Central Lancashire Design Guide.

Givens/Evidence/You Said/Delivered By/Targets/Monitoring

higher figures for North West England.

Evidence

Code for Sustainable Homes
The Code for Sustainable Homes is a single national standard intended to guide the housing building industry to higher environmental standards and achieve the Government target of all new housing being carbon neutral by 2016.

The Code measures the sustainability of a home against nine design categories including energy, water efficiency, materials, surface water run-off, waste, pollution, health and wellbeing, management and ecology. A star rating is attributed to the new home depending on the extent to which the development addresses each of the above measures.

From May 2008, those selling new homes are required to provide information to any prospective purchaser on the sustainability of the home.

The Delivery of Strategic Housing Market Assessments in the North West maps housing trends across the region and sub-regions and records the progress on Housing Market Assessments

Strategic Housing Land Availability Assessment work across Central Lancashire has identified numerous potential sites (including suggested in the call for sites) for new housing that have been assessed.

Site Suggestions

The 3 authorities collectively received several hundred site suggestions for residential development following a call for sites. The suggested sites widely range in size and are a mix of both greenfield and previously developed sites. Some sites are suggested for mixed use schemes.

Employment Land Review

The study does not recommend releasing or de-allocating any employment sites ranked as Best Urban, Good Urban or Other Urban at this time through the Development Plan process. However, the study states that there is scope to release the poorest performing sites from the employment portfolio (i.e. those ranked as ‘Other’) and suggested criteria for the possible re-use of Other Urban sites. These sites could be released for uses including housing. The review also identifies potential mixed use sites that will include residential redevelopment.

5-yr supply of deliverable housing land

Preston, South Ribble and Chorley Councils can each demonstrate over a
Para  Main Text

Supplementary Planning Document. New house design also needs to be line with the sustainable construction principles set out in the Climate Change Energy and Resource Use theme.

Preferred Option

a. Ensure there is enough deliverable land suitable for house building capable of providing a 6 year supply from the start of each annual monitoring period and in locations that are in line with the Preferred Option for Locating Growth and Investment, the previously developed land target (of at least 70%) and suitable for developments that will provide the types and tenures required to meet the needs of the Plan area.

b. Monitor house construction annually but review the operation of the above on the basis of a rolling 3 year performance. If, over the 3 year review period any targets relating to the above factors are missed by +/-20% then the phasing of uncommitted sites will be adjusted as appropriate to achieve a better match; provided this would not adversely impact on existing housing or markets within or outside the Plan area.

c. Bring forward mixed use sites that include residential development.

d. Encourage all new housing to be built to high standards including in terms of internal space provision, sustainable construction and external appearance.

Reason:

8.17 A 5 year land supply is the absolute minimum that is required so to ensure at least this is maintained at all times a 6 year supply is proposed. Also as house building rates trend to fluctuate from year to year a rolling 3 year basis should give a clearer indication of trends. Taking account of the 6 year supply baseline position a tolerance of plus or minus 20% is consideration appropriate to keep on track with the spatial and other parameters of this Preferred Option. Supporting mixed use schemes with housing included chimes with the employment land proposals. Similarly it is important not to lose sight of the need for good design in all its respects.

Not Favoured Options from Issues and Options stage

<table>
<thead>
<tr>
<th>OPTION</th>
<th>REASONS NOT FAVOURED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Set targets for the types of housing to be provided on individual allocated sites</td>
<td>This is a matter that could be picked up in a Site Allocations document rather than the Core Strategy</td>
</tr>
<tr>
<td>Identify the range of house types which could be acceptable for each area</td>
<td>This is probably too detailed for the Core Strategy</td>
</tr>
</tbody>
</table>

Givens/Evidence/You Said/Delivered By/Targets/Monitoring

five supply of deliverable residential sites for the period 2008-2013 against the housing provision figures set in the Regional Spatial Strategy

Tithebarn Masterplan - Preston

It is anticipated that the development could provide in the region of 400-600 residential units with the majority of these to be one bedroom or two bedroom flats. There is scope to include a variety of housing types within the TRA. It is expected that the majority of the residential units will be located above ground floor retail and other uses.

Leyland Town Centre Masterplan

A key objective of the masterplan is to develop and integrate Town Centre attractions – retail / commercial/residential/leisure. The masterplan states that the contribution of residential areas (some of low quality) in the heart of the Town Centre needs to be measured against potential restrictions on traditional Town Centre uses.

You Said

From the written responses and questionnaires, there was considerable support for the use of previously developed land but suggestions by some that sustainable greenfield sites and employment land allocations should also be considered. It was widely felt that windfall development should not be ruled out. There was also some support for extensions to urban areas and for the improvement of older housing rather than redevelopment.

Some thought that the Core Strategy should refer directly to the Government’s Planning Policy Statement 3 – Housing (PPS3) whilst others thought that the development industry should be involved in assessing need. Some however supported a more market-led approach, but also for more intervention including the idea that any new development should contribute to the refurbishment of existing housing stock.

There was general support for the use of previously developed sites, but with some reservations. Some felt that there needs to be good evidence of what is available, and recognition that development may not always be appropriate on previously developed sites.

Delivered By

Developers, Council’s, infrastructure providers
In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.

Enable Affordable and Special Needs Housing

Until very recently the cost of purchasing housing in Central Lancashire has been rising rapidly whereas local income levels have risen at a far slower rate.

AVERAGE INCOME AND HOUSE PRICE – GRAPH

There are three main types of housing tenure:
- Owner occupied
- Shared ownership
- Rented

Givens

Planning Policy Statement 3 makes clear that it is legitimate for new market housing developments to also provide, normally on the same site, affordable housing where a need for the latter has been proven. In effect the market housing subsidises the affordable housing. Councils can, again if a need is proven, also specify what tenure – such as rented or shared ownership – the affordable housing should be.

The government guidance sets a minimum size threshold at which market housing schemes are expected to provide a proportion of affordable housing – this 15 or more dwellings. Although again if survey evidence shows a particularly high need for affordable housing the threshold development size can be lower.

There can be circumstances when it is appropriate for a developer to pay a monetary contribution – a commuted sum payment – to meet what it would to build the affordable housing required, on a site elsewhere instead of it being provided on the market housing site. Such circumstances are:

Lifetime Homes, Lifetime Neighbourhoods; housing in an aging society is a government strategy that covers both short term practical ways of improving properties to lifetime standards but also set out future
Most owner occupied housing is bought with the assistance of a mortgage and usually the repayments vary as borrowing interest rates change over time. With shared ownership the occupiers purchase part (a share) of the property again often with a mortgage type loan and pay rent based on the remaining share. Such arrangements are put in place to make properties affordable. However these occupiers often use their right, over time, to ‘staircase up’ and purchase the whole property as and when their financial circumstances allow this can lead to the properties ceasing to be affordable following subsequent sales.

Traditionally Council housing has provided rented accommodation affordable to people on lower incomes. However particularly since the early 1980’s many tenants have bought their local authority homes. Similar ‘socially’ rented housing has over the past 30 years or so been increasingly provided by Government funded not for profit Registered Social Landlords such as housing associations. Although again some tenants of these properties have used their rights to acquire dwellings they started off renting. Housing bought in this way can stop being affordable when they are subsequently sold on at a significantly higher price.

Recently many Councils have transferred their remaining housing stock to housing associations. This has now occurred separately in South Ribble, Preston and Chorley.

Properties provided and managed by Registered Social Landlords have to conform to nationally set accommodation cost yardsticks, fully meet stringent tenants’ rights, be kept in a good state of repair and when housing associations do sell properties to their tenants they are required to re-use the money gained on providing new affordable housing.

Rented accommodation owned by private landlords can be affordable although such properties can also be some of the worst maintained. Again tenants’ rights must be respected by law but there are few controls over accommodation costs.

For rented housing landlords to provide appropriate tenant services, such as for property repairs, they need to have a local management base. For this reason the three Councils want to limit the number of housing associations operating in their area to those that have the most properties and have good local management provision. This is legitimate because the local authorities are obliged to assist people in housing need and to do this they nominate prospective tenants to housing associations. It is not possible to control private landlords in the same way as Councils can’t refer prospective tenants to them.

The proportions of housing by different tenures across Central Lancashire are shown below – the percentage of owner occupied properties is especially high compared to the national average.
8.28 The purchase price or rental level for housing to be considered ‘affordable’ relates directly to local income levels and the size of the accommodation involved. Between affordable and ‘full price’ market housing there can be ‘intermediate’ priced accommodation which can meet the housing needs for those people on modest income levels.

8.29 The definition of what constitutes affordable housing is proposed to be based on a multiplier of average lower quartile household income compared to the average lower quartile house price.

8.30 For affordable housing to properly meet the requirements of local people in need not only should its cost be set and remain at affordable levels but also the types and sizes of the properties must match requirements.

8.31 In the total housing stock of Central Lancashire there is a significant over-representation of detached houses, slightly more semi-detached properties as well as fewer terraced homes and flats than the regional averages.

8.32 Increasingly there are also special housing needs that have to be met, usually these are related to an aging population and the associated physical disabilities. Increasingly ‘Lifetime’ homes will become a requirement for all types of housing. These can help people with mobility difficulties get around their properties. However the wider neighbourhood should also be fully accessible, both in terms of design and transport provision. There also needs to be convenient provision of health and supporting care and this requires close liaison with the relevant authorities.

8.33 This is particularly so with residents with severe disabilities who will need more assistance such as that provided by extra care accommodation. The need for extra care housing in the Plan area is not yet known, on going work at the regional level will
help decide requirements. There has been a trend of closing older persons care homes both in the public and private sectors and more care given provided to persons in their own homes.

8.34 However more recently there has been increasing provision of market housing for elderly people including extra care housing with the care support that goes with this. A large such ‘retirement village’ scheme has been built at Buckshaw Village. These clearly meet a need but only for those people who can afford it. They also need to be well located within communities to reduce the need to travel (for residents and care staff) as well as avoid social isolation.

8.35 Locational considerations are key to the successful provision of affordable housing generally. This is important in two respects. First of all affordable housing should be located close to shops and other important services or at least be near to public transport routes that provide such access. This is because occupiers of affordable housing are not likely to have ready access to a car due to the purchase and running costs involved.

8.36 Secondly in rural areas in particular, it is appropriate in terms of maintaining local communities to be able to house local people in their own village. House prices in rural areas of Central Lancashire are significantly higher than in urban areas and although average income levels are also higher this is because many rural residents commute to better paid jobs in the towns and cities. The wage levels of rural based jobs are generally low. So the affordability of housing in rural areas for those households dependent on local jobs is particularly problematic.

8.37 Taking Central Lancashire as a whole average house prices rose by 229% between 2000 and 2006 to a level a little higher than the regional average. Comparing lower quartile (average of cheapest 25%) house prices to lower quartile earnings the ratio increased from 4.86 in 2002 to 9.07 in 2006. The situation will have improved slightly since then with reducing house prices in 2008.

8.38 However the demand for socially rented housing, which is a good indicator of the level of need for affordable housing, rose from 3230 households on the ‘waiting list’ in 2001 to over 6310 in 2006 while at the same time turnover of stock in this period more than halved, forcing applicants to wait significantly longer for social rented housing. This situation has not improved more recently.

8.39 The annual requirement for affordable housing in the Central Lancashire housing market area taking into account backlog need, newly forming households and future need arising within the existing population is estimated by the North West Regional Housing Market Area Assessments study as 4,055 households per year.

8.40 The same study’s estimate of annual supply through re-lets and
dwellings released by meeting need is 2,736, resulting in an annual shortfall of 1,319 affordable units per year. An additional 744 lower value market dwellings are available to address affordable needs, giving a net annual shortfall of 575 affordable units, of which it is estimated that 79% are required in the form of social rented housing. This affordable need equates to 43% of all housing provision as set by the new Regional Spatial Strategy.

8.41 In recent years the average annual production of new affordable housing across Central Lancashire has been quite low from all sources. Grant level for housing associations providing housing in Central Lancashire are likely to remain low in the foreseeable future because the Government money that will probably become available will in all likelihood go to other parts of the region in greater need.

8.42 Therefore there will be a necessity to seek developer funding to provide affordable housing in the Plan area. In deciding what this should equate to in terms of the proportion of proposed affordable housing units to the number of new market housing properties per development site and the house types, sizes and tenures will depend on a number of factors.

8.43 The new affordable housing to be provided should be a close match for the characteristics of the households in most need. However the proportion, types, sizes and tenures of the affordable properties will have differing levels of costs and so will affect the viability of the market housing schemes to varying extents.

8.44 There may be other site or location specific variables. The affordable housing need may differ from place to place both in terms of the overall level and the type/size/tenure requirements. The increasing waiting lists for housing association properties point to a particular need for rented accommodation.

8.45 There may be abnormally high costs of developing a particular site which reduce the ability to subsidise affordable housing. The site may be remote from services making it unsuitable for on-site provision of affordable housing in such circumstances an off site financial contribution would be more appropriate. There may also be particularly difficult housing market conditions which affect viability although the state of the market might quickly improve.

8.46 Overall the affordable housing situation is one showing a significant level of need across the Plan area as a whole, reflecting the historically very high level of house prices in 2007 relative to incomes. The picture will improve if prices continue to decline in 2008-2010 as most commentators predict and if incomes increase at a faster rate than in the past. In addition, a margin of uncertainty surrounds any estimates of affordable housing requirements, as households themselves determine the proportion of their incomes which they wish to devote to
Para Main Text

8.47 Given these considerations, it would be unduly demanding to require developers to provide 43% of all units on housing sites in the form of affordable housing so a lower target is appropriate. However, from evidence on house prices, there are strong indications that problems of affordability are particularly acute in rural areas and this suggests seeking proportionally more affordable homes in villages.

8.48 This suggests an approach in line with national planning guidance in terms of threshold site size for market housing. All these variables call for a flexible approach both in spatial application and over time. It is for this reason that the following preferred approach is put forward but that the detailed application is applied through an accompanying Supplementary Planning Document that will be easier to keep up to date than this Core Strategy.

Preferred Option

To help ensure that sufficient affordable and special housing is provided to meet needs:

A. The proportion that will be sought from market housing schemes will range from 20% to 30% of the total number of dwellings provided.

B. The actual percentage requirement sought will in each case depend on the presence of any abnormal costs and the type, size and tenure of the affordable dwellings needed and market conditions prevailing at the time.

C. A percentage requirement at or near 30% will be sought in rural areas on sites in or adjoining villages with appropriate services, although on all exception sites including those in the Green Belt the requirement will be 100%.

D. Aside from exception sites the minimum site size threshold will be 15 dwellings but a lower threshold of 5 dwellings is required in rural areas.

E. Financial contributions instead of on site affordable housing will be acceptable where the development location is unsuitable for affordable housing.

F. 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
8.49 The Preferred Option provides a clear framework to all relevant providers as to what the requirements are for the provision of affordable and special needs housing. The approach is also consistent with Planning Policy Statement 3 Housing.

**Not Favoured Options from Issues and Options stage**

<table>
<thead>
<tr>
<th>OPTION</th>
<th>REASONS NOT FAVOURED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identifying sites particularly suitable for meeting special housing needs</td>
<td>This is a role for the Site Allocations document not the Core Strategy</td>
</tr>
<tr>
<td>Develop specific targets for individual sites based on evidence of need, the suitability of the site and economic viability</td>
<td>This is too site-specific for the Core Strategy</td>
</tr>
<tr>
<td>Require all housing developments to make a contribution, either on site or in other ways, to meeting affordable housing needs</td>
<td>There is insufficient justification to require all developments, regardless of size to contribute to the provision of affordable housing</td>
</tr>
<tr>
<td>Require new residential developments to provide a percentage of ‘Lifetime’ homes</td>
<td>The provision of ‘Lifetime’ homes is sufficiently covered in the RSS and the Building Regulations.</td>
</tr>
</tbody>
</table>

8.50 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.

**Cater for the Accommodation needs of Gypsies & Travellers and Travelling Showpeople**

8.51 Local councils have responsibilities under both Housing and Planning Acts to respond to and plan for the accommodation needs of Gypsies & Travellers and Travelling Showpeople. The Government has issued similar guidance in the last two years covering the accommodation needs for these various travelling communities following concerns that nationally there is an under provision of sites.
8.52 Regional Spatial Strategies (RSS) are required to specify the numbers of pitches required (but not their specific location) following an Accommodation Assessment. If the RSS decides additional pitches are to be provided in a local authority area then the Local Development Framework (LDF) will need to identify specific sites (in a Site Allocations document) to match the pitch numbers required by the RSS. Even if no additional pitches are required a LDF Core Strategy policy is still necessary setting out criteria for dealing with planning applications for sites.

8.52 The current position in Lancashire is that although an Accommodation Assessment has been done covering both Gypsies & Travellers and Travelling Showpeople the RSS does not yet specify what additional pitch are required. This matter is being dealt with by the Partial Review of RSS.

8.53 Travelling Showpeople do not share the same culture or traditions as Gypsies and Travellers. Their site requirements are normally for mixed residential and business use as they need to store and maintain significant amounts of equipment associated with fairs and circuses. Such uses can have a visual impact and create noise in the immediate surrounding areas.

8.54 Currently in Central Lancashire there are 12 authorised permanent Gypsy and Traveller residential pitches on a local authority site near the centre of Preston. There are no transit (short stay) sites here or elsewhere in the Plan area. Neither are there any Travelling Showpeople sites. No unauthorised pitches of any types were found by the Assessment and there were few incidents of temporary encampments across Central Lancashire in the five years prior to the study.

8.55 The small number of additional Gypsy and Traveller residential pitches needed according to the Lancashire Accommodation Assessment and the few incidents of temporary encampments suggests that the need for more pitches (both permanent and transit) in Central Lancashire is low. However the outcome of the RSS Partial Review will determine the actual provision requirements. In any event a Core Strategy criteria policy will still required at least to provide guidance on planning applications for sites that are made. The Preferred Option sets out the basis for such a policy which can apply to both Gypsies & Travellers as well as Travelling Showpeople as the government guidance on site accommodation criteria is effectively the same.

Preferred Option

That the following criteria be used to guide the grant of planning permission for any proposals for Gypsy and Traveller or Travelling Showpeople sites:

A. Location in respect of proximity to services
including GP and other health care provision, education facilities, shops and public transport as well as the overall need to reduce long distance travelling.

B. Suitable road access and sufficient space within the site for parking and turning of vehicles as well as the storage of equipment.

C. Avoidance of residential use on contaminated and otherwise unsuitable land although such areas may be suitable for business use and in any event taking account of the opportunities for mixed use.

D. Impact on the immediate surrounding areas and the wider landscape.

Reason:

8.56 This approach provides clearly stated criteria against which planning applications for these forms of housing will be considered.

Not Favoured Options from Issues and Options stage

8.57 No specific alternatives were presented at Issues and Options stage.

8.58 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
9 **ECONOMIC GROWTH AND EMPLOYMENT**

*Strategic Objective – To encourage sustainable economic growth and employment*

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

9.2 In Central Lancashire the Gross Value Added (GVA) gap with the rest of the UK is only about £600 million. By far the majority of the GVA gap is attributed to services, with substantial productivity gaps apparent in Finance and Banking; Professional Services; Business Services and Computing Services. Therefore, despite Central Lancashire growing substantially across some of these sectors, it would appear that these gains have not achieved the necessary value value added gains locally to meet the regional GVA gap closing challenge with the rest of the UK. It is for this very reason – that is recent and very high levels of growth in service sector employment – that Central Lancashire posts the highest gap in GVA with the UK benchmark.

9.3 However, this inflates the overall GVA gap in Central Lancashire as average wages in Central Lancashire are the second highest in the County.

9.4 Preston is emerging as a new economic force. It has survived the decline in manufacturing employment that has affected other parts of Lancashire and the North West. It provides employment in higher-value sectors that have been growing nationally, specifically computing, business services, retailing and finance. The presence of the University of Central Lancashire in Preston offers a significant driver for economic growth. It is the fifth largest university in the country and it is increasingly aligning its knowledge base towards some of those sectors that have made Central Lancashire prosper in recent years.

9.5 Chorley leads on GVA productivity and is dominated by the service sector, alongside manufacturing and retail industries. Some of Central Lancashire’s most highly skilled and high
9.6 South Ribble’s economic strength has traditionally been based on the light engineering and motor vehicle industries including the world renowned ‘Leyland Motors’ and now Leyland Trucks. Manufacturing, and particularly advanced manufacturing, remains an important sector within South Ribble, with major employers including British Aerospace at Samlesbury and the police headquarters at Hutton. However, given its proximity to Preston (over 14,750 commuters travel to work from South Ribble to Preston daily) and also given the economic growth potential of Preston, it is likely that South Ribble and Preston will become even more aligned over time.

9.7 In deciding on the future employment roles of the different places in Central Lancashire it is sensible to reinforce existing advantages as well as reflecting the potential of the various locations.

9.8 In terms of its overall location Central Lancashire is well placed to do business. It has good connections with the national motorway and rail network as well as at the regional scale with short travel times to airports and ports. There are no rail freight facilities locally but this does not seem to be disadvantaging local firms. The key transport issue in Central Lancashire is accessing Preston at peak times of the day especially the City Centre. This both affects commuting workers and commercial vehicle deliveries that cannot be done at off peak times. The Travel theme puts forward proposals to deal with this and other transport matters.

9.9 The housing market and the economy of Central Lancashire are very closely linked and the scale of new development in the future needs to be coordinated. If the area is to attract higher value employment opportunities, there will be a need for a commensurate supply of high value housing to attract employees to live near their place of work and to discourage commuting. As well as providing high value jobs for existing residents, the Central Lancashire and Blackpool Growth Point Expression of Interest argues that increased housing is needed to capture the potential for strong employment growth in the area. However, in the Employment Land Review, local businesses have reported a lack of affordable housing for lower graded employees.

Givens/Evidence/You Said/Delivered By/Targets/Monitoring
- Regionally significant
- Sub-regional
- Local

The broad locations for regionally significant economic development are no longer named in the RSS so these will need to be identified in Local Development Framework documents. It is appropriate for this Core Strategy to refer to the sites of sub-regional importance.

Policy W4 of the RSS sets out the circumstances and safeguards to follow if land previously earmarked (allocated in plans) for employment development is to be released for other uses. Ideally this should be done following a review of employment land and take account of the full range of other possible uses (including Green Infrastructure) and the need to create and sustain mixed use communities. The review itself is envisaged to ensure that there is sufficient land remaining to meet the demand for employment land. The RSS notes that this demand is particularly strong in Preston and South Ribble (as well as elsewhere) and the important role such places play in driving forward the regional economy.

Chapter 13 of the RSS relates directly to the Central Lancashire area and sets out 3 specific policies relating to sub-regional priorities, the focus for development and investment, and protecting the unique ‘green’ character of the area.

Evidence

The North West Regional Economic Strategy (RES) states that Manchester and Liverpool are vibrant European Cities and, with Preston, are key drivers of city-regional growth. The RES predicts that, within Lancashire, there will be steady growth, with employment growth faster than GVA (gross value added) growth. However, there will be significant differences in the growth rates between parts of East Lancashire and the more dynamic area around Preston.

The RES describes the key assets and opportunities within the wider Central Lancashire City Region and one of these relates to Preston as a key location for knowledge-based employment, with fast growth in creative, ICT and new media occupations.

The Lancashire Economic Strategy sets out economic policy at the sub-regional level. It refers to building upon the dynamic growth areas of Preston, South Ribble and Chorley and the significant programme of investment planned for that area, in which the transformation of Preston city centre represents a significant development.
9.10 The Chorley, Preston and South Ribble Employment Land Review finds that Preston City has most office floorspace and, although much of it is in the City Centre, the demand is such that there is a shortage of supply here. This finding is backed up by the Lancashire Town Centre Offices Study.

9.11 South Ribble has more manufacturing floor space than either of the other two Districts, whereas Preston’s Inner Area and Western Suburbs have shortages. A total of 43% of Central Lancashire’s warehousing and distribution premises are in Preston City.

9.12 Little existing or proposed employment land is located in rural areas, with particular shortages in the rural parishes of Chorley and South Ribble.

9.13 The Review applies the RSS employment land provision figure for Lancashire in proportion to recent site take up rates in the three Districts and compares this to existing land supply commitments (sites with planning permission or allocated in local plans). However these figures need to be adjusted to match the time period of this Core Strategy.

9.14 The table below sets out provisional amounts of required employment land. They will need to be agreed between partners, the RSS envisages this will be through a process facilitated by the North West Regional Assembly.

### Proposed provision of employment land 2008-26 (hectares)

<table>
<thead>
<tr>
<th></th>
<th>Chorley</th>
<th>Preston</th>
<th>South Ribble</th>
</tr>
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<tbody>
<tr>
<td>2007 supply</td>
<td>70</td>
<td>94</td>
<td>82</td>
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<tr>
<td>Additional provision to 2021</td>
<td>19</td>
<td>39</td>
<td>32</td>
</tr>
<tr>
<td>Additional 2021-26 provision</td>
<td>24</td>
<td>35</td>
<td>30</td>
</tr>
<tr>
<td>Total</td>
<td>113</td>
<td>168</td>
<td>144</td>
</tr>
</tbody>
</table>

9.15 A key feature of government guidance and of the Employment Land Review findings is that it is essential to have a wide range of different types of sites – a broad portfolio of land and buildings - suitable for various business uses in the area. This is particularly so in relation to those industrial sectors that are growing and for start up firms. Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition.

9.16 The Employment Land Review considers over 220 existing and...
9.17 Typically older individual existing premises (such as former mills) will have generally scored less well in the assessment usually because they are less well located and less suited to modern uses. Most of these will be classed as ‘Other Urban’ premises, the least attractive of all are a few ‘Other’ sites – none of the latter are envisaged in the Review as suitable for retention as employment premises.

9.18 However many of these Other Urban sites will be quite acceptable to the firms that use them and in demand from similar businesses and will often provide affordable accommodation with lower rental levels. Also such premises will often be close to local supplies of labour making journeys to work short and inexpensive.

9.19 On the other hand some of these older premises will be at the end of their useful life as commercial buildings for various reasons and may be more appropriately redeveloped for other uses. Housing is the most common alternative use and attractive to land owners because of the high value that goes with it. However such changes of use need to be carefully controlled because of this valuation effect. A balanced, criteria based approach is needed.

9.20 The valuation uplift effect can best be utilised to achieve balanced employment and residential development through mixed use schemes. Through such developments the implementation of the two uses can be tied together design and timing wise. They also retain the opportunity for people to live close to their place of work. The Review recommends a number of sites for mixed use.

9.21 On a much smaller but still significant scale live/work premises allow people to effectively combine the home with an ‘attached’ work space. Demand for these is likely to rise in the future and needs to be supported from a sustainable development point of view provided the overall location is appropriate. These buildings are one step removed from simply working from home and again providing the employment use is of a type suitable for a residential area in terms of disturbance, deliveries and scale then such uses are to be welcomed.

**Buckshaw Village**

9.22 Employment areas at Buckshaw Village include, Matrix Park, Southern Commercial and the Regional Investment Site as well as land within the Group 1 area in the south west part of the overall site. In total over 100 hectares will be used for...
employment and other commercial uses, of which over 60 hectares remains to be developed. All parts of the Village are or have the potential to be ranked as 'Best Urban' according to the Employment Land Review.

9.23 The sites at Buckshaw Village are very accessible, being in close proximity to both Junction 28 of the M6 and Junction 8 of the M61. Buckshaw Village also has a regular bus route, cycle and footpath routes, and a proposed railway station, set to open in March 2009, which will provide regular trains to/from Preston and Manchester.

**Botany/Great Knowley**

9.24 Botany/Great Knowley is a large (circa 14 ha) greenfield site adjoining the Leeds Liverpool Canal in close proximity to Junction 8 of the M61 motorway, ranked as a ‘Good Urban’ site. Access to the site could potentially be obtained from the adjacent roundabout.

**Preston East/Millennium City Park**

9.25 Preston East and Millennium City Park are very large and regularly shaped sites that together have about 38 hectares left to be developed. They are situated within 2-3 minutes drive of Junction 31a of the M6 motorway and served by a regular bus route. Both sites are ranked as ‘Best Urban’ in the Employment land Review. Preston East is predominantly undeveloped but the majority is committed for industrial and/or storage and distribution units. Significant developer interest and large commitment for employment uses on this site, together with the site being put forward for employment development through site suggestions implies that there is good commercial demand for employment uses in this location. There has been considerable take up of land within Millennium City Park in recent years, with approximately 8 hectares developed for office and industrial uses.

**Riversway**

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

**Preston CBD**

9.27 A key element of the Central Lancashire vision is that Preston will develop a new commercial area within the city centre to supplement the existing city centre office offer much of which has become outdated. The development of the ‘Central
9.28 The Central Business District proposals may be considered significant enough to warrant the preparation of a separate Supplementary Planning Document (SPD).

Tithebarn Regeneration Area

9.29 The Tithebarn Regeneration Area is central to the vision for Preston city centre and is seen as a critical catalyst for the wider regeneration aspirations of Central Lancashire. The proposals for the heart of the Tithebarn Regeneration Area seek to transform the city centre into a vibrant destination and place to live and will include a new department store and other shops, improved markets, a modern bus station, a new cinema, cafes, bars and restaurants, residential development, new office development and an enhanced public realm throughout. These proposals are being led by the Preston Tithebarn Partnership, a joint venture company formed by Grosvenor and Lend Lease, working in partnership with Preston City Council.

Cuerden

9.30 This site is a well located site of around 65 hectares, lying between Lostock Lane, Stanifeld Lane and the M65. It is on the edge of the existing built up areas of Bamber Bridge and Lostock Hall. It has good access to both national and local highway networks and is within walking and cycling distance of residential areas. The site is intended for major employment generating uses.

Samlesbury

9.31 This site lies within the Samlesbury Aerodrome complex, which is a large site encompassing in total over 140 hectares, though the area for development will be much less. The site will allow for continued development of employment generating activities connected to the existing business on the site. The business is of international significance and large scale investment is anticipated. The potential growth areas will also contribute to the development of knowledge based employment.

Knowledge Nuclei

9.32 The Preston Knowledge Nuclei proposals are largely focussed on the continued expansion of the University of Central Lancashire. This would include the development of a ‘Knowledge Nuclei site’ to develop knowledge-based
employment sectors that can benefit from links to the University and the sub-region’s expertise in high-technology manufacturing.

Preferred Option

9.33

A. Pending joint working between Preston, South Ribble and Chorley Councils and other partners, facilitated by the North West Regional Assembly, provisionally 425 hectares of land for employment development shall be provided between 2008 and 2026.

B. Regional and sub-regional office developments should be located in Preston City Centre including the Central Business District area and the Tithebarn Regeneration Area, with more local office schemes in Chorley and Leyland town centres.

C. Other major developments for employment should be located in the Preston urban area, Leyland and Farington, and Chorley Town with regionally significant schemes at
   i. Buckshaw Village
   ii. Cuerden
   iii. Preston Knowledge Nuclei
   iv. Samlesbury
   and sub-regionally significant developments at
   v. Botany/Great Knowley
   vi. Preston East/Millennium City Park
   vii. Riversway

D. Mixed use developments will be encouraged in central and accessible locations including those of sub-regional significance at:
   vii. Former Whittingham Hospital
   viii. Moss Side Test Track
   ix. Lostock Hall Gasworks
   and others identified in the Employment Land Review subject to the mix of uses taking due account of the impact on neighbouring occupiers and the need to maintain and create balanced communities

E. Live/work units will be encouraged, as will working from home in appropriate locations and for suitable uses.

F. Existing and proposed employment sites have been categorised according to their ‘rating’ in the Employment Land Review. The ‘Best Urban’ and ‘Good Urban’ sites are to be protected for B use class employment uses. ‘Other’ sites can be
9.34 This option provides a positive approach that will meet the economic development and growth of Central Lancashire and will promote new businesses and working methods to meet modern demands. It should be flexible in meeting the land required for employment purposes, without compromising the best environmental assets of Central Lancashire.

**Not Favoured Options from Issues and Options stage**

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<tr>
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<tr>
<td>Locate new employment related development near to motorway junctions which are most attractive to the market.</td>
<td>Locating employment uses near to motorway junctions would encourage increased car use, increasing congestion and harmful emissions.</td>
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<tr>
<td>All existing employment areas should be completely protected.</td>
<td>Change of use to non-employment uses is acceptable when suitability for modern industrial and business purposes has ceased.</td>
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9.35 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
Para  Main Text

10 SKILLS AND ECONOMIC INCLUSION

Strategic Objective – To improve the skills of both the current and future workforce and to develop the skills required to ensure that local people have access, and are able, to meet the demands of modern and changing job markets.

10.1 Lancashire as a whole includes a number of key educational assets including the University of Central Lancashire in Preston, which is now one of the largest universities in the country. However, many students leave the area once they have gained their qualification and graduate retention is a key issue in Central Lancashire.

10.2 Evidence has shown that a large proportion of the employment available in Central Lancashire is in lower skilled jobs. Significant progress has been made in addressing this through the production of the first Lancashire Skills Strategy, which has developed a more disaggregated and bespoke approach to skills policy that recognises the distinctiveness of the Lancashire Economy.

10.3 Evidence for the sub-region suggests that employment expansion has occurred in sectors that require higher rather than lower skills, and in occupations that are more focussed on higher rather than lower skills. Added to evidence of the general upgrading of skills within occupational groupings, all of the information available indicates that employers in the sub-region are likely to have been making more extensive demands of their workforce. The trend is for greater demand in higher skilled jobs (NVQ level 4) and for skill levels generally to be increasing across the board.

10.4 Economic development strategies highlight particular sectors of the economy for growth, and this is incorporated into the new RSS. In particular, growth is being sought in the knowledge based economy, including advanced manufacturing and aerospace. Future employment opportunities will therefore be oriented towards these industries.

10.5 Preston has a lower than average number of workers with higher level qualifications (level 4 and above), and a much higher than average number of people with no qualifications. Chorley and South Ribble also have a lower than average proportion of the workforce with higher level qualifications, but a lower than average number with no qualifications. A particular issue is to encourage graduates from the University of Central Lancashire to stay and work in the area. Creative industries based on the arts and media have been highlighted as having particular potential.

10.6 Those with low or no formal skills often have low incomes or
may struggle to find employment. The Indices of Deprivation 2007 shows that Preston has a number of areas, particularly in Inner East Preston, that are in the 10% most deprived nationally on the employment and skills indicator. Chorley has none in the worst 10% but it does have pockets in the second worst 10% in Chorley town, Clayton-le Woods and Coppull. There are some small areas in Leyland in the worst 10%, but some areas in Kingsfold, and Bamber Bridge in the second worst 10%.

10.7 New or enhanced skills can only be acquired through training. Young people aged 16 and over can acquire skills either in full-time education or as work-based training, perhaps through an apprenticeship. In a rapidly changing globalised economy, individuals may well find that they have to "re-skill" and move jobs several times during their working lives.

There are numerous projects being delivered through the Lancashire Local Area Agreement to address worklessness and raise skill levels. These include, for example, the Central Lancashire City Regional Development Programme, the Lancashire Skills Strategy and Aim Higher (Higher Education).

**Preferred Option**

- a. Work with existing and incoming employers to identify skills shortages.
- b. Seek developer contributions towards funding of employment skills training, facilities and associated costs.
- c. Work with colleges and other training agencies to develop courses and increase access to training, particularly out in local communities that are the most deprived in this respect.
- d. Encourage knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.

**Monitoring**

**Reason:**

The Preferred Option is based upon the need to work with both employers and training agencies to ensure that the right skills are being developed for the local area. It will help to ensure that people have the skills necessary to meet their employment needs and that businesses have an adequate pool of skilled people to meet their development needs.

Working with employers in this way will also help to ensure that resources are going in to the right training courses, especially where training is a direct result of developer contributions.

This option will also help to develop the skills necessary to
meet the objectives of other policy areas, such as the development of knowledge based and creative industries.

10.12 Job markets now change rapidly and it is recognised that many people re-train several times over their career to maintain their position in the labour market. This option will help to facilitate this.

Not Favoured Options from Issues and Options stage

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<td>Help to improve access to jobs in other areas.</td>
<td>In order to encourage sustainable local communities and reduce car dependency, more jobs should be created in the local area.</td>
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### SUSTAINING THE RURAL ECONOMY

**Strategic Objective – To sustain and encourage appropriate growth of rural businesses**

11.1 This theme is concerned with the ‘working countryside’ – commercial activities in the rural parts of Central Lancashire. These include agriculture and other farm based industries as well as businesses associated with countryside pursuits including rural tourism and leisure.

11.2 Provision of land for ‘standard’ employment uses in rural areas is dealt with in the Economic Growth and Employment theme. Large scale built leisure attractions are covered in the Retail and Tourism theme.

11.3 It can be difficult to distinguish between what is a rural activity and what is an urban based one. Garden centres are a case in point, few of them propagate their own plants on site although often they have evolved from horticultural uses and most of their customers will be urban dwellers. However in many ways the economy of rural areas is dependent on serving urban ‘markets’.

11.4 The manner in which it is envisaged that nearby towns (Key Service Centres) and larger villages (Local Service Centres) will serve rural areas is set out in the Preferred Spatial Option of the Core Strategy, as are opportunities for development and investment in and adjoining smaller villages.

11.5 The Spatial Portrait describes how Central Lancashire is characterised by a more urbanised core stretching from Preston City in the north to Adlington and Coppull in the south. Between and immediately next to these urban settlements is open land (much of it Green Belt). This area ‘serves’ urban demands for recreation and leisure with country parks, golf courses (and other Green Infrastructure uses), horse riding and garden centres. This can be termed the ‘urban fringe’. Further east and north is more typically open countryside and pasture farming leading to the more upland Forest of Bowland and the West Pennine Moors. To the west of the urban core is the flatter more fertile land of the Lancashire Plain, where more intensive arable and market garden uses are widespread.

11.6 Farming is the most dominant land use in the countryside as a whole. However only a small proportion of local rural employment is in agriculture. For example, in Lancashire only 1.1% of employee jobs were in agriculture, forestry and fishing in 2006. However, world food prices are rising and this global trend is likely to continue as demand increases due to world population growth and changing diets in developing countries. Also crop yields are suffering because of climate change in nations that normally export grain. In addition agricultural costs are going up with higher oil prices.

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**PPS7 – Sustainable Development in Rural Areas** – refers to a number of government objectives that can be affected by spatial planning. The most relevant aspects to sustaining the rural economy are:

- developing competitive, diverse and thriving rural enterprise that provides a range of jobs and underpins strong economies;
- promoting sustainable, diverse and adaptable agriculture contributes both directly and indirectly to rural economic diversity; is itself competitive and profitable; and provides high quality products that the public wants.

It refers to the roles of local service centres but also an expectation that development and investment will be needed in and adjoining smaller villages as well as through the re-use of buildings in the countryside. For the latter it most favours economic development conversions and suggests what matters criteria based planning policies should cover (a similar approach is proposed for replacement buildings).

In addition to encouraging adaptable agriculture the PPS also supports appropriate farm diversification and horse-related businesses.

The PPS promotes sustainable rural tourism and the associated visitor facilities and accommodation that are appropriate to and do not detract from the attractiveness of the countryside. This can include the conversion of buildings and in appropriate circumstances static holiday and touring caravan parks and holiday chalet developments.

**Good Practice Guide on Planning for Tourism (2006)** – published by the Department for Communities and Local Government. This national guidance sets out the importance of tourism to the economy highlighting the broader benefits to local economies. These include economic and social well-being benefits. Tourism can stimulate wider regeneration providing a catalyst for growth, provide additional opportunities for employment and re-training, contribute to diversification and help to maintain and expand sports and recreational facilities.

The new **Regional Spatial Strategy** has a focus on rural areas in Policy RDF2 which includes an expectation that plans and strategies will:

- maximise the economic potential of rural areas, and
11.7 These global trends will affect farming across Britain. There is already recognition that it is more sustainable to source food locally rather than for it be transported thousands of miles. There are indications that shoppers here will pay more for locally grown/ reared food as shown by the increasing popularity of ‘farmers markets’.

11.8 All these trends are likely to lead to an expansion of local agricultural production, particularly of crops using the most fertile land, such as that on the west side of Central Lancashire. In particular the market garden industry here is well placed to meet rising demands for salad foods. There may also be some switch to growing biofuel crops but much will depend on whether increasing national and European targets stay in place.

11.9 The rearing of livestock is also likely to change locally from intensive ‘factory’ farming to more open, free range production in line with the wishes of consumers. All this could change the appearance of the countryside with less need for industrial sheds and more greenhouses and poly tunnels. However, farm incomes will need to rise to justify this investment and this will be influenced by European Union policies. The outcome may well be that more local people will be attracted into farm work, assuming wage levels rise, so reducing the reliance on migrant labour. This in turn could lead to a need for more agricultural workers’ housing.

11.10 A reduction in ‘factory farming’ may well result in a surplus of former livestock buildings and this opens up opportunities for other uses. Although demand factors will limit the scope for visitor based farm diversification there are potentially a wide range of uses that such buildings can be put. These range from storage (including of touring caravans) to small high technology businesses although the latter will be dependent on the availability of high speed broadband internet connections.

11.11 Most people who have been attracted to live in rural areas are either retired people or those who commute by car to urban jobs. These trends could change with higher vehicle fuel costs and greater opportunities to work from home. This could lead to an increase in demand for live/work units in the countryside – further reasons for proposals for the re-use or extension of existing buildings and replacement buildings.

11.12 The nature of the rural economy in Central Lancashire is dominated by wholesale and retail trade; repairs, manufacturing, health and social work and real estate, renting and business activities. The rural locations in Central Lancashire are typical in regard to the residential skills base - generally hosting residences with higher level skills (4/5) than neighbouring urban areas and a higher proportion of those in Higher/Lower Professional Occupations. As this group often holds the resources – skills, experience and finances – to

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Central Lancashire Preferred Core Strategy – Cabinet Draft

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explore self employment and business starts, this is a significant latent business pool.

11.13 It is important to both recognise this potential and facilitate rural economic development. Primarily this will be micro scale and experience has shown that ‘starts’ can be accommodated within the home. Live/work development is an important enabler. The Core Strategy will encourage the potential for incubator space development within village environments, as this has the potential to contribute to safeguarding local service provision and can positively contribute to sustainability by reducing commuting.

11.14 Horse riding and livery uses are quite common in Central Lancashire, particularly in the rural areas close to the urban areas - leading to both a high demand for stabling buildings for ‘domestic’ use but also commercial enterprises.

11.15 Central Lancashire is not likely to see a big increase in farm based tourism, although there may be a need for some shorter stay accommodation including caravanning and camping if more people take local leisure breaks and their main holidays in this country, as a result of foreign air travel becoming more expensive.

11.16 The Plan area has numerous countryside attractions such as Beacon Fell in the Forest of Bowland, the West Pennine Moors east of Chorley and the local parts of the canal network. Visitors to these features are likely to generate ongoing business opportunities.

Preferred Option

To sustain and encourage appropriate growth of rural businesses in the following ways:

a. Aim to direct proposals for urban related uses such as horse stabling, garden centres and golf courses to the urban fringe areas without compromising the purposes of the Green Belt and the functioning of the network of Green Infrastructure.

b. Encourage appropriate new farm buildings and structures where they can be shown to be necessary for increasing food production and where they are sited to minimise landscape impact.

c. Work with telecommunications providers to increase the availability of high speed broadband internet services in rural areas.

d. Be supportive of alternative uses of farm buildings no longer needed for agriculture but which enable farm diversification through appropriate tourism, business and storage activities (including caravan storage concealed within buildings) subject to accessibility to service centres, markets and housing.
e. Allow limited extension and replacement of existing buildings, taking account of landscape impact and a preference for commercial, tourism and live/work uses. Encourage micro growth points within rural areas for knowledge economy development.

f. Control horse related buildings and associated facilities to minimise their impact on the landscape.

g. Allow caravan and camping uses on appropriate sites subject to there being a proven demand and careful design.

h. Encourage visitor facilities for rural attractions that are appropriate in scale, carefully sited to minimise landscape impact and well designed.

Reason:

11.17 Spatial planning has a key role to play in ensuring that the rural economy is viable, meets the needs of existing residents of rural areas and that growth and development is appropriate to the scale of each area.

11.18 The rural areas of Central Lancashire serve many purposes, being pleasant places to live, sustaining particular economic activity often with a demand for very local growth, attracting tourism and leisure activities, and providing a considerable proportion of the best environmental assets of the area.

11.19 The proposed option seeks to ensure that these potentially conflicting demands on rural areas are met, but in a balanced way that will not result in benefits for one, to the detriment of other aspects.

11.20 The proposed option also meets the most favoured response to the Issues and Options Report 2006, in that a combination of the proposed options was favoured by most people who responded to that question in consultation.

Not Favoured Options from Issues and Options stage

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<tr>
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<tbody>
<tr>
<td>Encourage farmers to diversify so that other rural based industries can be established.</td>
<td>This is only one aspect of what the LDF and the planning process can do to secure the Objective of sustaining and encouraging growth of rural businesses. It was favoured by 12% of respondents at the Issues and Options stage and has been incorporated into the preferred option.</td>
</tr>
<tr>
<td>Promote rural recreation and tourism as long as they do not spoil the countryside or have other negative impacts.</td>
<td>This is only one aspect of what the LDF and the planning process can do to secure the Objective of sustaining and encouraging growth of rural businesses. It was only favoured by 6% of respondents at the Issues and Options stage.</td>
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Givens/Evidence/You Said/Delivered By/Targets/Monitoring

protection of rural shops and services, but opinion was divided on whether villages should be able to expand.

The need to provide affordable housing, specifically in villages, received considerable support. Most support was for small scale housing development in local service centres which provides a large proportion of affordable homes. However the imperative to preserve the character of villages by not encouraging new development was also put forward. The need for the integrity of the Green Belt and countryside was well emphasised.

It was also asserted that an appropriate balance between housing and employment was needed to reduce commuting.

Delivered by

Councils, NWRA, businesses in the rural economy, farmers, landowners,
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<tr>
<td>Encourage small scale employment opportunities, unconnected with rural activities, in local service centre villages.</td>
<td>This is only one aspect of what the LDF and the planning process can do to secure the Objective of sustaining and encouraging growth of rural businesses. It was again only favoured by 6% of respondents at the Issues and Options stage but has been incorporated into the preferred option.</td>
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In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
12 RETAIL AND TOURISM

**Strategic Objective – To maintain and improve retail and related services, as well as provide for tourism and leisure**

12.1 This section covers most aspects of retailing except garden centres and farm and craft shops in rural areas. Likewise it addresses urban based tourism, including business and theme park trips. Countryside tourism is addressed under the Sustaining the Rural Economy section. Leisure activities, such as sport and recreation and culture and entertainment, are covered in the Health and Wellbeing section.

12.2 Central Lancashire has a wide variety of retail centres which have experienced varying degrees of success. This difference can be seen in the city and town centres of Preston, Chorley and Leyland. Preston is the main retail and service centre in Central Lancashire and Lancashire as a whole. It has attracted significant investment in recent years but requires further investment if it is to fulfil its true potential. Chorley is developing towards a contemporary market town with a mix of national retailers and some specialist shopping, although further investment is required. By being more distant from Preston it has more scope to be a self sustaining town centre. Leyland, on the other hand, closer to Preston and requires significant investment in its quality of retail offer, environment and public spaces to become a vital and viable town centre in its own right.

12.3 The Core Strategy’s Vision recognises the key service role of city, town, district, local and village centres in Central Lancashire. The aim for Preston is that it will provide a viable alternative shopping and leisure destination to Manchester and Liverpool. Within Preston city centre it is assumed that the Tithebarn Regeneration Area will have been redeveloped and that this will have greatly enhanced the city’s retail and leisure offer and created further opportunities for city living.

12.4 The city and town centres provide a key retail, service and leisure focus for nearby local communities, as well as the surrounding townships and villages. When developed in an appropriate way, the town centres also act as major drivers of employment growth. The Preston Retail Study 2008 Update forecasts a need for approximately 50,000 m² net comparison floorspace in the Preston Primary Catchment Area by 2012, approximately 70,000 m² net by 2015 and 110,000 m² by 2021. The Primary Catchment Area broadly covers the administrative areas of Preston and South Ribble. The Chorley Town Centre and Retail Study forecasts 4400 sqm additional floorspace (non-food) by 2010 and a further 9350 sqm by 2015.

12.5 Preston city centre is ranked first in the Lancashire sub-region in terms of non-food shopping. It is the centre for commercial and administrative activity, including Lancashire County
Tithebarn is a proposed £750M mixed-use redevelopment of Preston City Centre. The scheme includes revitalised markets, new shops, offices, homes, a new bus station and leisure facilities. The development will retain and respect the city’s important historic assets.

Retailing is a competitive business. Nearby city and town centres can compete with one another for shoppers. It is necessary to keep investing in these centres to maintain and improve their attractiveness. With this in mind, it is essential that Preston City Centre is able to achieve major investment. The Tithebarn proposals provide the opportunity to achieve this objective.

Preston’s primary shopping area is on and around Fishergate and the retail offer also includes the Fishergate Centre, St Georges Centre, Friargate and the St John’s Centre. National retailer representation is reasonably good but Debenhams is the only full-range department store and there are few specialty and up-market retailers. The existing national names within the City centre are also currently accommodated within premises smaller than they would normally occupy and ideally require.

Chorley town centre provides the greatest concentration of shops and services in the southern part of Central Lancashire. It is famous for its markets and the shopping offer within the town centre was markedly improved during the 1990s with the development of a new covered market and the Market Walk shopping centre. Comprising around 39,000 sq m of retail floorspace, with vacancy levels of less than 8.5%, the town offers a number of national retailers including Boots, WH Smith and Woolworths. Conversely, although across the town centre only about 8% of shops are vacant, the vacancy rate is higher in southern Market Street.

Leyland is located between Preston and Chorley and is the main centre serving South Ribble. Smaller than Chorley, the town centre comprises a traditional shopping core of Hough Lane, the Southern Towngate area, which is dominated by a Tesco Extra, and the Churchill Retail Park. These all fall within the town centre but operate distinct from one another. Following the opening of the Tesco Extra, the traditional centre has experienced further decline and the proportion of retailers compared to other users on the primary shopping frontages has dropped below 50%. Much of the town centre has a poor environment. The Leyland Town Centre Masterplan seeks to improve the appearance of the town and attract retail

The Plan discusses a range of spatial issues around improving access to the Lancashire/Blackpool areas and access within the area.

The Tithebarn Regeneration Area (TRA) Supplementary Planning Document identifies an area referred to as the Heart of the TRA (HTRA), within which it is anticipated that development will take place first in order to achieve satisfactory linkages with the rest of Preston city centre. It is proposed that, subsequent to development taking place, the boundaries of the Principal Retail Core of the city centre will be extended to incorporate most or all of the HTRA. The requirement to extend the Principal Retail Core will be reflected in the Core Strategy.

Leyland Town Centre Masterplan – is a Masterplan for Leyland to help establish a role for the town, encourage economic growth and create a safer, more attractive environment for shoppers, visitors and those that live and work in the town centre.

Evidence

Preston Retail and Leisure Study 2005 and updated version 2008 – Drivers Jonas. This was a detailed study of retail and leisure facilities and concluded that the Preston City Centre was healthy, but in need of investment. It forecast there was capacity for significant increase in comparison goods floorspace and no need for further convenience goods floorspace.

South Ribble Retail Study 2004 – Peter Shearman Associates - The study was undertaken to inform the review of the local plan. It included an analysis of retail trends and a review of existing retail policies in line with national planning policy guidance. Outputs included recommendations about the retail hierarchy of centres in the borough, delineation of town and district centre boundaries and suggested policies. It did not include an assessment of retail capacity.

Chorley Town Centre Retail and Leisure Study 2005 – White Young Green - The study focussed on Chorley Town Centre and the wider retail and leisure needs of the Borough, providing a detailed evaluation on how the town centre can evolve through to 2015 and meet retail and leisure requirements. The aim of the study was to provide important information that will inform the preparation of a town centre

Givens/Evidence/You Said/Delivered By/Targets/Monitoring

Lancashire Area, whilst there are for other Districts. The document does link to Preston City Vision in economic terms. The association destination management plan details the specific projects within Preston City Vision and estimates the number of jobs created.

The Plan discusses a range of spatial issues around improving access to the Lancashire/Blackpool areas and access within the area.

The Tithebarn Regeneration Area (TRA) Supplementary Planning Document identifies an area referred to as the Heart of the TRA (HTRA), within which it is anticipated that development will take place first in order to achieve satisfactory linkages with the rest of Preston city centre. It is proposed that, subsequent to development taking place, the boundaries of the Principal Retail Core of the city centre will be extended to incorporate most or all of the HTRA. The requirement to extend the Principal Retail Core will be reflected in the Core Strategy.
Para Main Text

12.11 Chorley and Leyland town centres operate at a different level to Preston city centre but for them to continue to fulfil their more localised function they also require investment to maintain their share of retail expenditure from a growing population.

12.12 District and local centres provide for the day to day needs of local communities. It is important that these flourish as convenient places to buy more basic goods and services.

12.13 Food retailing (convenience) provision is well provided for within Central Lancashire with the main stores (Asda, Morrisons, Sainsbury in Preston; Tesco, Sainsbury, Morrisons in South Ribble and Asda, Tesco and Morrisons in Chorley) attracting some 95% of their trade from the retail Primary Catchment Area (PCA). Inflow of convenience goods expenditure into the PCA is small (5% or less from the surrounding areas). The main foodstores within the area all derive the majority of their trade from their immediate catchment areas. However, the Preston Retail and Leisure Study indicates a substantial need for further convenience floorspace within the Preston retail catchment area – in expenditure terms the capacity is some £80m in 2008 rising to £202m by 2012.

12.14 In recent years, retailing of goods traditionally sold in town centre locations such as clothes, footwear and stationery has expanded at out-of-centre retail parks in Central Lancashire. To reverse this trend and protect the vitality and viability of the main town centres, the sale of traditional town centre goods will need to be restricted at out-of-centre retail parks.

12.15 Business tourism and hotel and conferencing facilities will be increasingly important within Central Lancashire, especially in support of the Central Business District in Preston and increased business uses throughout the area. Sub regional provision is more appropriate within Preston City Centre, with more local provision in Chorley and Leyland town centres.

12.16 Attractions such as the Camelot Theme Park at Charnock Richard and Botany Bay Villages at Chorley generate day trips from within and outside the Central Lancashire area. Whilst adding to the variety of tourism attractions in the area, they can have traffic and environment implications within the semi rural locations where they are located. The sustainability of these sites will be carefully considered if they become available for alternative development in the future.

Preferred Option

A. Deliver the Tithebarn mixed-use scheme and extend the Preston Principal Retail Core area to facilitate the regeneration of the Tithebarn Regeneration Area.
Encourage retail, office and leisure opportunities in Preston City Centre, so as to retain its role as the sub-regional centre in Central Lancashire and major commercial and service centre in Lancashire as a whole.

B. Maintain and improve the vitality and viability of Chorley town centre by building on the success of the Market Walk shopping centre, through investing in further retail development, supporting a range of other retailers and services, as well as improving the centre’s appearance and accessibility.

C. Maintain and improve the vitality and viability of Leyland town centre, in particular the accessibility, design and environmental improvements put forward in the Leyland Town Centre Masterplan.

D. Maintain, improve and control the mix of uses in the following existing district and local centres and proposed centres at Buckshaw Village and Cottam, so as to serve local needs:

**District/Local Centres:**

**Preston**  
Lane Ends, Ashton  
Plungington Road  
Sharoe Green Lane, Fulwood  
Ribbleton Lane  
New Hall Lane  
Gamull Lane  
Miller Road  
Longsands

**South Ribble**  
Penwortham  
Longton  
Tardy Gate  
Bamber Bridge  
New Longton  
Walmer Bridge  
Kingsfold  
Earnshaw Bridge  
Seven Stars  
Farington  
Walton-le-dale  
Higher Walton  
Gregson Lane (partly in Chorley)

**Chorley**  
Adlington (Bank Street/ Market Place)  
Adlington (Railway Road, Chorley Road, Bolton Road and Babylron Lane area)  
Euxton (Balshaw Lane, Talbot Drive, Highways Avenue area)  
Euxton (Runshaw Lane)

There was no prevalent view of how the number of vacant shops in centres could be reduced and there was mixed views on how city and town centres can become more attractive to a wider cross section of people.

Resisting out-of-centre shopping centres was seen as the most effective way of supporting the regeneration of town and district centres. The restriction of out-of-centre centres was a common view but some felt there was support for including retail parks in the retail hierarchy based on sustainability grounds.

It was felt by many that Preston needs to offer more than just retail. Access for the disabled and mobility impaired was also cited as being very important.

48.3% of school questionnaire’s encouraged development in all centres (Preston, Chorley, Leyland and smaller centres) compared to 40.2% which supported a concentration of shopping, office and leisure facilities in Preston City Centre.

With regard to tourism, there was support for improved visitor facilities (including hotels), the expansion of visitor attractions, sustainable tourism and improved sport and play facilities. It was felt that such tourism initiatives would promote and support economic development in the area.

**Delivered By**

Councils and private developers, Lancashire and Blackpool Tourism Board and tourism operators
E. The sale of traditional town centre goods will be restricted at out-of-centre retail parks, including the Deepdale Shopping Park, Capitol Centre and Riversway Retail Park.

F. City and town centre development providing for tourists and visitors, particularly business based tourism, will be supported.

Reason

12.17 Delivering the Tithebarn Regeneration Area mixed-use scheme is a fundamental element of Action 13 of Ambition Lancashire and the Preston Sustainable Community Strategy’s Vision to position Preston as a viable alternative in the North West to Manchester and Liverpool, in terms of comparison retailing. In addition, encouraging further retail, office and leisure opportunities in the city centre will consolidate Preston’s role as the main retail, services and commercial centre in Lancashire.

12.18 It is important that the LDF, through the Core Strategy, provides sustained and expanded support to the market towns and local service centres in Central Lancashire, in order to support the role of these centres. Examples include transport schemes that provide environmental benefits, reduction in congestion and better links between the centres and their hinterlands.

12.19 It is also important that the sale of traditional town centre goods is directed to the main town centres, in order to maintain their long term vitality and viability.

Not Favoured Options from Issues and Options stage

<table>
<thead>
<tr>
<th>OPTION</th>
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<tbody>
<tr>
<td>Leave Preston as the only named centre where most retail, office and leisure development should go.</td>
<td>It is important that the other town and local service centres in Central Lancashire are maintained and improved,</td>
</tr>
</tbody>
</table>
In order to provide local services and reduce the need to travel.

Let market forces decide the mix of uses in our centres.

Policies in the Core Strategy should direct retail, office and leisure opportunities to the most appropriate locations.

In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
13 HEALTH AND WELLBEING

Strategic Objective – To improve health and wellbeing and to improve access to health care, sport and recreation, culture, community and education facilities and services particularly in deprived areas

Strategic Objective – To reduce crime, disorder and the fear of crime

13.1 Our objective is to improve health and wellbeing and to improve access to health care, sport and recreation, culture, community and education facilities and services, particularly in deprived areas.

13.2 The World Health Organisation’s definition of health states that “health is a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity” 1

Well-being is recognised as a broader concept, and can be defined as “a positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society.”2

13.3 Whilst people’s state of general health is improving nationally and in Central Lancashire, particular challenges remain. Improving life expectancy is an indicator of better health, but a consequence of this is that some people (particularly men) are suffering poor health for longer. Health inequalities are also increasing, with improvements in health occurring more slowly in deprived areas. The incidence of certain diseases is also increasing, including mental disorders, and obesity related illnesses3.

13.4 Public Health

There is a strong spatial relationship between social and economic factors that impact on health, such as low income and poor housing. This means that the more deprived urban neighbourhoods, and the eastern suburbs of Preston in particular, show high levels of poor health, and so make particular demands on health and support services. Addressing these difficult issues requires the co-ordinated efforts of a number of different agencies, including the National Health Service (NHS) Trusts, local authorities and voluntary and community organisations, such as Age Concern. Reducing health inequalities is a key priority in all the Sustainable Community Strategies, and is reflected in the Lancashire Local Area Agreement (LAA) targets.

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1 As quoted in “Health, place and nature: How outdoor environments influence health and well-being; a knowledge base” (Sustainable Development Commission, para 2.1.1, page 4).
2 ibid
3 ibid
Para Main Text
13.5 According to the LAA, good planning and design is important in taking a proactive approach to health promotion and prevention [this stems from the principle that health is created and lived by people within the settings of their everyday life; where they learn, work, play and love].

13.6 Primary health care is commissioned by the Central Lancashire Primary Care Trust (PCT). The northern parishes fall within the East Lancashire PCT. The PCT operates through a network of GP surgeries, health centres, clinics, and dental surgeries. Mental health services are provided across Lancashire by Lancashire Care NHS Trust. The Lancashire Teaching Hospitals NHS Foundation Trust provides secondary care services throughout the area via two hospitals – the Royal Preston Hospital and the Chorley and South Ribble Hospital.

The types of services provided and the methods of delivery continue to change. For example, some PCT’s are developing “walk-in” centres for primary care, based in town or district centres. In Central Lancashire, Assessment Treatment Centres are proposed at Preston Health Portal and at the Chorley and South Ribble Hospital to speed up the process of diagnosis. Preston will soon have a Long Term Conditions Centre within Preston North End football ground. On the government’s agenda currently is the concept of GP-led “polyclinics” which are intended to provide more specialist facilities than GP surgeries, and will therefore take some pressure off hospitals. Lancashire Care NHS Foundation Trust is to redevelop its Ribbleton Hospital site to provide improved specialist mental health care facilities.

13.7 Access to primary care in rural areas can be an issue, particularly for older people. There are no GP services in the rural settlements north of Preston – residents must travel to Preston or Longridge. This becomes particularly difficult for those people with limited access to transport.

Preferred option

To work with health care commissioners to support health care infrastructure and particularly to improve primary care and mental health care access and facilities. Where required by the priorities of health care commissioners, sites will be identified for new facilities reflecting the spatial distribution of need and the importance of accessibility. Contributions towards new facilities will be sought from developers where new housing results in a shortfall or worsening of provision.

Reason

13.9 Spatial planning has a key role to play in co-ordinating the activities of agencies involved in providing health and care services, to ensure that resources are targeted where they are most effective.
13.10 Delivery of this option will be measured through new facilities provided and long-term trends in health (LAA indicator NI 137 – Health Life Expectancy at age 65).

Not Favoured Options from Issues and Options stage

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<tr>
<td>Identify and reserve sites for new health facilities.</td>
<td>This is only one aspect of what the LDF and the planning process can do to help deliver better access to health services.</td>
</tr>
<tr>
<td>Seek developer funding for educational, training and health facilities.</td>
<td>This is only one aspect of what the LDF and the planning process can do to help deliver better access to health services.</td>
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13.11 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
Para  Main Text
Sport and Recreation

13.12 There is evidence linking good levels of health and well-being with regular physical activity. In addition, “exposure to natural spaces” has generally been found to have positive benefits for mental and physical health. It is government policy to increase participation in sport, particularly amongst children and young people. The 2012 Olympic Games in London should inspire more interest and participation in sport.

13.13 Aside from its benefits to the individual, increased participation in sport can also have wider benefits in terms of tackling social exclusion and reducing anti-social behaviour.

13.14 However, there are significant challenges in that a high proportion of adults do not exercise regularly. Within Central Lancashire, participation rates vary considerably. The more disadvantaged areas of Preston (particularly the central and eastern parts of the urban area) have the lowest rates, whereas more affluent areas have higher rates.

13.15 It is clearly important, therefore, that people in all areas have access to good quality open spaces and facilities where they have the opportunity to participate in formal and informal recreation. Open spaces often have multiple uses: those designated for sport can also form part of the wider Green Infrastructure network.

13.16 Central Lancashire benefits from some high quality indoor and outdoor facilities, operated by the public and private sectors. There are a number of local leisure centres as well as specialist facilities such as the South Ribble Tennis Centre. The University of Central Lancashire’s outdoor facilities at Cottam are available to the wider community and have been a major boon to sport in the area. Recent years have seen a growth in health clubs and gyms operated by the private sector. There are also smaller, community-based facilities such as bowling and tennis clubs. Some traditional public sector facilities such as playing fields are in need of new investment to bring them up to an acceptable standard. The parks and countryside around the urban areas, including the Forest of Bowland AONB and the West Pennine Moors, offer opportunities for informal recreation such as fell walking and cycling.

13.17 A recent study suggests that there is a need for specific facilities in our area. This includes an athletics track and additional swimming provision in Chorley, indoor clay courts at the South Ribble Tennis centre, and a 50m swimming pool in Preston.

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4 “Health, place and nature: How outdoor environments influence health and well-being: a knowledge base” by Sustainable Development Commission (para 3.1.1.)
5 Ditto
Central Lancashire’s expected growth means that new provision for sport and recreation must keep pace with the community’s needs. Based on local research, it is possible to devise local standards for provision which can be used to identify any shortfalls and to assess the impacts of new development. However standards should not be used to prove there is an ‘over provision’ of sports or other recreational facilities. Account should be taken of such factors as how well the facility is or was last used, sports participation rates and likelihood of latent demand, as well as catchment areas and accessibility criteria.

**Preferred option**

To ensure that everyone has the opportunity to access good sport and recreation facilities (including children’s play) by devising robust local standards based on quantified needs, accessibility and qualitative factors, through seeking developer contributions (either in the form of new provision or financial payment in lieu) where new development would result in a shortfall in provision. Existing sport and recreation facilities will be protected, unless they are proven to be surplus to requirements or unless better alternative provision is to be made. The detailed application of the local standards will be developed in a Supplementary Planning Document. Sites will be identified for major new facilities where providers have evidence of need.

**Reason**

13.19 Increasing current participation rates in sport and recreation requires the co-ordinated efforts of numerous partner organisations. Spatial planning’s role involves protecting existing assets, and making sure new development does not result in a shortfall in the provision of facilities.

13.20 Monitoring the effectiveness of this approach will involve the regular review of open space and indoor and outdoor sports facility audits to ascertain changes in the quantity and quality of provision, and to see if standards need to be reviewed.

**Not Favoured Options from Issues and Options stage**

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<td>Identify and reserve sites for new sport and recreation facilities.</td>
<td>This is only one aspect of what the LDF and the planning process can do to help deliver better access to sport and recreation facilities. Before site can be safeguarded, there must be clear evidence of need and of the means to implement the scheme.</td>
</tr>
</tbody>
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Givens/Evidence/You Said/Delivered

By/Targets/Monitoring

Standards. An Interim Planning Statement on Open Space provision has been published for consultation. It sets out new local standards and provides information on the level of contributions that will be sought from new developments. Contributions will be required for a wider range of open space and recreational facilities than previously.

**Chorley Green Space Strategy**

This study was undertaken in Chorley in 2005 by Community First Partnership and Scot Wilson for their Parks Section. The report identifies that the borough has an existing average provision of 2.67 ha per 1000 population.

**Regional Open Space Study (North West On The Move)**

North West On The Move is the Regional Sport & Physical Activity Plan. It has two main aims:

1. to significantly increase participation in sport & physical activity
2. to widen access and reduce inequality in participation amongst priority groups.

The plan recognizes that the target to increase participation by one per cent year on year, leading to 50% participation across the north west by 2020, can only be achieved with shared commitment from all partners to deliver the plan across the region. These partners include sporting and non-sporting organisations that have a role to play in sport from a participation perspective and other socio-economic perspectives.

The plan aims to achieve the seven key outcomes set out within the national Sport England Framework for delivery, specifically:

- increase participation in club and community sport
- improve levels of sport performance
- widen access to sport
- improve the health and well being of people through sport
- create safer and stronger communities through sport
- improve education through PE and sport
- benefit the economy through sport.

It identifies six key interventions including:

- building the delivery system
- building capacity
- marketing sport
- building infrastructure
- improving performance
- strategic planning.

Investment in sport in the North West will be profiled through these key interventions to achieve the required outcomes. The priority groups identified within the target for the North West are:

- women and girls – with participation rates 14% less than those for men
- black and ethnic minorities – who participate 6% less than the average
13.21 The Central Lancashire authorities have not ruled out other options that may arise from future engagement with stakeholders, or changing circumstances, so the preferred way forward may be further amended for the next version of the Core Strategy.

North West Regional Sports Facility Study.
The North West Regional Sports Facility Study identifies the following facility needs in Central Lancashire.

Chorley – athletics track; swimming provision Clayton side of Borough
Preston – 50m pool; re-provision of existing facilities linked to 50m pool development
South Ribble – Meeting to be held

Lancashire: does not currently meet demand for swimming; lower level of facilities per 1000 for swimming than the NW and England.

Key Emerging Priorities in Lancashire
• Investment in existing facilities to improve quality
• Improvements in facility infrastructure to improve quality
• The 50m pool debate
• Other specialist sports facility provision – to address identified ‘gaps’
• Spatial imbalances - accessibility
• Development of sub-regional facilities – specifically specialist type
• Delivering in partnership with BSF – early influencing, strategic direction
• Delivering planned/proposed new provision
• Development of partnerships – capital and revenue-based
• Improved communication – public/commercial and education sectors
• Integrated strategic planning at local level

Sport England Active People Survey 2005
The survey shows that Preston and Chorley are in the top 50% of regular participation in sport, and South Ribble in the top 25%. Chorley residents are in the top 25% for volunteering to support sport, with South Ribble in the bottom 25% and Preston in the top 50%.

You Said
The provision of, and access to, greenspace, makes a significant contribution to the quality of life.

Delivered By
By district and parish councils, sports clubs, the Lancashire Sport Partnership, the Primary Care Trust the education authority and schools as well as through developer contributions.
Community Activities

13.22 Sustainable communities require the provision of community facilities to act as the focus of community activity and contribute towards community cohesion. Community facilities are provided by a wide variety of agencies, including local authorities, other public service providers, churches and other religious organisations, and the voluntary sector. They include libraries, post offices, village shops, meeting rooms, village halls, youth and community centres, schools, basic health and care facilities and children’s centres.

13.23 All urban neighbourhoods and rural communities should have relatively easy access to core community facilities. The requirement for facilities is changing all the time. Overall, the age structure is changing quite dramatically; as the proportion of people over 65 increases and the proportion of working age decreases, so demand for those facilities catering for older people will rise. New facilities and services may be needed, particularly where a significant amount of new housing is proposed. In some rural settlements and inner urban areas particularly, community facilities may struggle to remain viable when populations decline or change. The closure of local post offices would be a case in point.

13.24 To reflect the changing needs of the community, new ways of providing facilities continue to develop. For example, recent years have seen major investment in Sure Start Children’s Centres as part of a government initiative to provide integrated health, childcare and other services for pre-school children and their carers. The Government’s goal is that by 2010 every community will be served by a Children’s Centre. There are currently 5 centres in Chorley, 4 in South Ribble and 7 in Preston. Further Children’s Centres are being considered for Addington and north west Preston.

13.25 Other service providers will look to more innovative and efficient ways of providing facilities that may be needed in response to changing needs, for example, by converting existing buildings and encouraging multi-use of buildings (most Children’s Centres are linked to schools or libraries). Spatial planning has a role to play in this respect. It can help coordinate the provision of new facilities and new housing development, and obtain appropriate developer contributions. It can also help to prevent the loss of existing facilities, by setting out clear criteria against which any proposals for a change of use will be assessed.
Para Main Text

Preferred Option

The best approach to planning for community service provision is to work with public, private and voluntary sector providers. This will ensure that local communities have sufficient provision to meet demonstrable need, to encourage and coordinate new provision at locations that are accessible by all modes of transport, and to resist the loss of existing facilities by requiring evidence that they are no longer viable. All development proposals for new housing will be assessed in terms of their contribution to providing access to a range of core services including education and basic health and care facilities.

Reason

13.26 This approach recognises that effective provision of community facilities can only occur if the diverse agencies involved can co-ordinate their activities. Core services need to be protected, whilst recognising that community needs change and innovative ways of providing facilities are developing. New developments need good access to facilities and create additional demand for existing facilities so any shortfall in provision must be addressed as part of the development.

13.27 Not Favoured Option Derived from the Issues and Options Stage

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<tr>
<td>Seek developer funding for a range of community facilities and related schemes.</td>
<td>This is only one aspect of what the LDF and the planning process can do to help deliver good access to community facilities.</td>
</tr>
</tbody>
</table>

13.28 In setting out the above preferred option, the Central Lancashire authorities have not ruled out other options that may arise from future engagement with stakeholders and communities. The preferred way forward may well be further amended for the next version of the Core Strategy.

Givens/Evidence/You Said/Delivered By/Targets/Monitoring

grade and health.

All ‘place’ and ‘people’ data at community level is comparable with the average for the local authority within which it is located.

Life in Lancashire is a panel of over 2,000 Lancashire residents who take part in a number of qualitative and quantitative research studies every year.

Lancashire Older Peoples’ Strategy Research provides information on the current and future needs of those using, or potentially using, services for older people by 2025.

You Said

The need to protect community and cultural facilities was identified as an important issue.

Delivered By

County, district and parish councils, voluntary and charity bodies and private sector developers.
Crime and Community Safety

13.29 Crime, or perhaps more importantly, the fear of crime, is a major factor in determining people’s quality of life. The Audit Commission has identified the level of crime as being first priority for improvements for Preston residents’, and the second priority for Chorley residents.

13.30 The incidence of reported crime across the Central Lancashire area is varied. Overall rates across Preston are high, particularly in relation to criminal damage, vehicle and other theft and violence against the person. There are strong spatial links between crime and deprivation and within parts of inner and eastern Preston, crime levels are within the worst 10% in England and Wales. Overall levels of crime in Chorley Borough are significantly below the national average, but there are some small pockets in Chorley Town (Chorley South East and Chorley South West) where crime levels fall within the worst 10% nationally.

13.31 Similarly, South Ribble enjoys a generally low level of crime apart from one or two pockets which fall within the worst 10% nationally (at Golden Hill and Leyland St Mary’s). South Ribble’s Community Safety Partnership has exceeded the target for 2007/08 reducing crime and has a Multi Agency Tasking and Co-ordinating (MATAC) group which ensures focus on problem areas. This approach will also be used within the new boundaries for the merged Community Safety Partnerships in South Ribble and Chorley.

13.32 Different places experience different types of crime. City and town centres, particularly in the evenings are characterised by anti-social behaviour fuelled by excessive alcohol consumption. In some parts there are problems with drug-taking and prostitution. In district and local centres there are sometimes problems with large groups of youths who can indulge in vandalism and intimidation. In residential areas the main problems are burglary and car crime. In commercial and industrial areas, there are issues with organised robberies and sometimes prostitution. Incidences of the former in Inner East Preston is reducing the demand for industrial units.

13.33 The police and local authorities are doing a lot to reassure local communities with the advent of neighbourhood policing, and Police and Communities Together meetings. There is much partnership working between agencies, particularly in relation to Community Safety Partnerships which feed in to the respective Local Strategic Partnerships.

13.34 Planning can help address crime through the design and layout of developments and individual buildings. “Secured by Design” is a national police initiative to promote awareness. It produces design guides and also has an accreditation scheme for residential and other types of development. Each police force employs a specialist Architectural Liaison Officer or

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Crime Prevention Design Advisor to advise developers and local authorities. Secured by Design principles concern the use of natural surveillance within developments, good lighting, and the integration of security measures. Issues of road safety – particular reducing accidents involving pedestrians and cyclists is matter relevant to the Travel theme.

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

13.36 There are several prisons in Central Lancashire and a rising prisoner population nationally. There are no specific current plans for new prisons locally but proposals for these may arise during the plan period, as such a criteria based policy may be required.

Preferred Option

The best approach to planning for reduced levels of crime and improved community safety is to work with the police and community safety partnerships and other agencies to:
- Encourage the inclusion of Secured By Design principles in new developments
- Provide adequate leisure and community facilities or activities, particularly in high crime areas, and especially for young people
- Aim to achieve a mix of uses in town centres with appropriate controls over entertainment uses.

Reason

13.37 Planning has a role to play in supporting Community Safety Strategies and other partnership initiatives.

13.38 Delivering this option will be measured against long-term improvements in crime rates and anti-social behaviour.

13.39 Not Favoured Options from Issues and Options Stage

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<tr>
<th>OPTION</th>
<th>REASONS NOT FAVoured</th>
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<tr>
<td>Improve the design and layout of buildings to make it harder for criminal activity to take place undetected.</td>
<td>This is important but it is only one aspect of what the LDF and the planning system can do to help reduce or prevent crime.</td>
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<td>Para</td>
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<tr>
<td>13.40</td>
<td>In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended for the next version of the Core Strategy.</td>
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### Culture and Entertainment

13.41 The Government’s Department of Culture, Media and Sport definition of culture is that:

“Culture should be taken to include such initiatives as arts, sports, libraries, museums, heritage, archaeology, archives, architecture, crafts, children’s play, reading, parks, tourism, countryside, recreation etc.”

This section also looks at entertainment because this is linked to the arts, although it also relates to leisure. Culture is not just about activities- it’s about shared history and values.

A key feature of healthy communities is that they are not just those with decent affordable housing, but also those with ample cultural and leisure opportunities for all.

The overall aim should be to ensure that there is equality of access to cultural facilities and to opportunities for cultural development for all.

The main cultural and entertainment assets in Preston are:
### Main Text

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| **Main Text** | • Guild Hall complex  
• Harris Art Gallery and Museum and Central Library  
• National Football Museum  
• Museum of Lancashire / Queens Lancashire Regiment Museum  
• The Ribble Steam Museum  
• University of Central Lancashire - 53degrees music venue, and also the Mitchell and Kenyon Cinema.  
• Out of town cinemas at Riversway and Capitol Centre.  
• Creative industries – links to UCLan, Watermark. |

| 13.46 | Others in Leyland include Worden Arts and Craft Centre, the South Ribble Museum and Exhibition Centre and the British Commercial Vehicle Museum. In Chorley, they include Astley Hall Museum and Art Gallery, and the Chorley Little Theatre. |

| 13.47 | Culture has an important role in revitalising and regenerating towns and cities. In Preston, the proposals for the Tithebarn Regeneration Area include the refurbishment of the Guild Hall and a new cinema. |

| 13.48 | The culture and entertainment sectors are constantly evolving and the challenge is to protect important assets whilst enabling them to adapt to new challenges (e.g. library use in the age of the internet). We want to contribute towards the creation of an environment where art and culture can flourish, particularly in the public realm, which will in turn help to create a more diverse and interesting town centre “offer”. |

| 13.49 | Cultural and entertainment facilities often benefit from being part of a “critical mass”, so it makes sense to try and locate new facilities near to established ones. Public realm works (public art) should be located where they will have greatest impact – gateways to the city and town centres. |

| 13.50 | Cultural tourism and leisure facilities such as restaurants, cinemas and theatres will be encouraged, particularly within Preston city centre. Previous studies have indicated that there is a need to improve the range and quality of leisure facilities in the city centre, which currently has no cinema provision and limited restaurants. There is a need to introduce a quality night time economy to attract people into the city centre in the evening. This is considered to be crucial to achieving a vibrant and successful centre. |

### Preferred Option

**A. The preferred approach to planning for culture and entertainment is to promote Preston City Centre as a sub-regional centre for cultural and entertainment facilities, with the key service centres of Leyland and Chorley providing for local cultural and entertainment requirements. Existing cultural assets should be protected with a view to helping them to adapt to new challenges. Public art and public realm works in town**

### Givens/Evidence/You Said/Delivered By/Targets/Monitoring

*Accommodate further growth and development.* Within Central Lancashire a total of 39 communities have been profiled.

For each community, the profile records the availability of facilities and services, a summary of indices of deprivation, and a wide range of information, derived from data sources such as Census 2001, CACI, MADE, related to the place and the people who live there.

The ‘place’ information covers topics such as housing types and tenures, average house prices, the distance and methods people travel to work, average household incomes, car availability, crime rates, and retail and open space provision.

The ‘people’ information includes population data and age breakdowns, plus data on religion, ethnicity, economic activity, qualifications, social grade and health.

All ‘place’ and ‘people’ data at community level is comparable with the average for the local authority within which it is located.

**You Said**

The need to protect community and cultural facilities was identified as an important issue.

Improved visitor facilities, expansion of visitor attractions, sustainable tourism and improved sport and play facilities are all supported as they can all promote and support economic development in the area.

**Delivered By**

County and district councils, private sector operators and developers.

**You said**

Town centres should be car free

There should be more landscaping in town centres
centres and gateways will be promoted and developer contribution funding will be sought where appropriate

B. Cultural tourism and leisure facilities, such as restaurants, cinemas and theatres will be encouraged, particularly in Preston city centre.

Reasons

13.51 The promotion of cultural and entertainment facilities in service centres contributes to the vitality and vibrancy of these areas. An active public art program will further contribute to this. These service centres are generally well serviced by public transport which improves access to these facilities.

Not Favoured Options from the Issues and Options Stage

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In putting forward this preferred option, the Central Lancashire authorities have not ruled out other options and recognise that it needs to be tested through engagements with stakeholders. The preferred way forward may well be further amended for the next version of the Core Strategy.

Education

13.52 To improve health and well-being and to improve access to education facilities (links to skills and economic inclusion).

13.53 There are 151 primary schools in Central Lancashire, and 29 secondary schools. Primary schools in particular are often a focal point of the local community. Further education for 16-19 year olds is provided by Preston College, Newman College, and Runshaw College. Myerscough College is situated to the north of Preston and just outside the boundary and specialises in sport, farming and rural skills and its catchment extends over Central Lancashire.

13.55 The University of Central Lancashire has expanded rapidly over the last decade and now has over 30,000 students. These come from all over the UK and beyond, but a high proportion (about 12,000) are students doing part-time courses whilst resident in the Central Lancashire area.

Givens

Planning Policy Statement 1 – planning can contribute towards creating sustainable communities where people want to live. Development plans should promote socially inclusive communities, and should address accessibility for all members of the community to education facilities.

RSS Policy L1 emphasises the need to provide access to services, and to coordinate the provision of new educational facilities with new developments.

Evidence

DCLG Education Floor Targets 2006/07

Compared to the national average of 62%, Chorley and South Ribble have a higher percentage of 16 year old pupils achieving 5 or more GCSEs graded A*-
The university and colleges have a vital role to play in ensuring that the workforce has the skill base needed to take advantage of our area’s economic potential.

Levels of achievement in Central Lancashire schools have generally risen, and are well above average in South Ribble and Chorley. However, Preston’s overall performance is significantly below average. There are spatial links between educational achievement and deprivation, with areas in central and east Preston being amongst the lowest 10% in the country. Many schools are in need of capital investment and the education authority has submitted a Building Schools for the Future bid including all of the Central Lancashire area. Smaller, rural schools can be under threat if pupil numbers drop below a viable level.

A priority in South Ribble is to improve skill levels at both National Vocational Qualification level 2 and 4 and to increase graduate retention in the borough.

Demographic changes mean that the numbers of children of school age has fallen in recent years, and this trend is expected to continue for some years. This means that there is significant surplus capacity at both primary and secondary level. This will eventually impact on further education colleges. In Preston, it is proposed to merge two high schools to form a City Academy.

The change in demand for school places presents an opportunity to review school provision and perhaps to merge schools to provide better facilities and to free up valuable sites. New schools can help in the overall regeneration effort, particularly if the buildings can be used for a number of community services. In some areas, particularly where new house building will increase demand, it is important that there is capacity in schools. Too often in the past, new facilities have lagged behind meaning that new residents do not have reasonable access to facilities with appropriate on-site parking and drop-off but more fundamental than that will be the incorporation of travel planning to reduce school run car journeys.

New schools and other educational facilities will be built in locations where they are accessible by the communities they serve, using sustainable modes of transport. Developers will be asked to contribute towards the provision of school places where their development would result in a lack of capacity at existing schools.

The Central Lancashire authorities will work in partnership with the education authority in any modernisation programme requiring school closure or new construction. The Central Lancashire authorities support the growth and development of new schools in areas of Central Lancashire.

The Plan suggests that in the period 2004-2008 pupil numbers at primary schools are forecast to fall in all Lancashire authorities including Preston (by 5.8%), South Ribble (by 5.8%) and Chorley (by 7.6%). A similar pattern is forecast in secondary schools with reductions in Preston (by 5.1%), South Ribble (by 9.1%) and Chorley (by 5.0%).

Preston has above County average of pupils with special educational needs.

Secondary school pupil numbers in Lancashire are still increasing but will begin to decline from 2004. In 2010, pupil numbers overall are expected to be some 8.5% lower. The pattern of change will be different in each of the geographic areas and the BSF programme will enable the number of school places available in each area to be adjusted to reflect demographic changes. In some areas, statutory reorganisation proposals will be brought forward.

For the purposes of the submission, schools have been grouped into 6 areas largely based on District Council boundaries. The County Council has already made a submission for investment in 2005/06 covering 11 secondary schools in Burnley and parts of Pendle. The other 5 area groupings proposed are as follows:

- Remainder of Pendle, Hyndburn and Rossendale
- Preston (including Longridge area of Ribble Valley) and South Ribble
- Lancaster and remainder of Ribble Valley
- Chorley and West Lancashire
- Wyre and Fylde

In terms of education skills and training, Indices of Deprivation data shows that Preston has more areas of deprivation than Chorley and South Ribble.

In Preston, 11 LSOAs within the wards of Ribbleton, Fishwick, Brookfield, St Matthews, Larches and St Georges are within the 10% most deprived in England and Wales. A further 17 LSOAs are in the 2nd most deprived 10%.

Approximately 60% of the LSOAs within Chorley and South Ribble are within the 50% least deprived in England and Wales. However deprivation does exist in some areas. In South Ribble, LSOAs in Golden Hill
devlopment of higher and further education, through close working with the relevant institutions.

Reason

13.61 By working in partnership with each other, a coordinated approach can be taken to ensure that all members of the community have access to educational facilities and that there is sufficient resources to ensure these facilities are of a high standard.

Not favoured Options from Issues and Options Stage

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<td>Seek developer funding for educational facilities</td>
<td>This is only one aspect of what the LDF and the planning process can do to help deliver educational facilities.</td>
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13.62 In putting forward this Preferred Option, the Central Lancashire authorities have not ruled out other options and recognise that it needs to be tested through engagement with stakeholders and the wider community.

Children and Young Peoples Profiles

The profiles show that pupils in Preston are faring less well than the County average at Key Stage 1, 3 and 4. Pupils in Chorley and South Ribble tend to perform better. All 3 authorities are above the County average at key Stage 2 for English, Mathematics and Science.

There is a gap in attainment between boys and girls at all Key Stages in Preston, South Ribble and Chorley with girls consistently scoring higher.

In Preston, the performance of Pakistani heritage pupils taking GCSEs was well below that of white pupils.

In 2005-06, authorised and unauthorised absence rates in Preston, Chorley and South Ribble were below the national and regional average. Absence rates in Preston where however slightly higher than the County average.

Every Child Matters

The DfES strategy states that building on the analysis of need, it should be possible, using DfES investment, to improve at least half of all primary schools and primary-age special schools. Within that it is hoped to rebuild or take out of use, as a minimum, at least the 5 per cent of school buildings in the worst physical condition nationally, and to improve or take out of use the 20 per cent of the worst condition buildings in our most deprived communities.

Purpose:

- Primary schools fully equipped for 21st Century learning, at the heart of the community, with children’s services in reach of every family
- Support national policy aims: raising standards, Every Child Matters, inclusion, diversity and responsiveness, extended services, personalisation
- Rebuild, remodel or refurbish at least half of primary schools
- Targeted to address deprivation nationally and in every authority and responding to population changes

Community Profile Study

The Community Profile Study provides an understanding of the role and function of different places in Central
Lancashire and how they compare with each other. The results of the study help inform decisions about how suitable settlements are to accommodate further growth and development. Within Central Lancashire a total of 39 communities have been profiled.

For each community, the profile records the availability of facilities and services, a summary of indices of deprivation, and a wide range of information, derived from data sources such as Census 2001, CACI, MADE, related to the place and the people who live there.

The ‘place’ information covers topics such as housing types and tenures, average house prices, the distance and methods people travel to work, average household incomes, car availability, crime rates, and retail and open space provision.

The ‘people’ information includes population data and age breakdowns, plus data on religion, ethnicity, economic activity, qualifications, social grade and health.

All ‘place’ and ‘people’ data at community level is comparable with the average for the local authority within which it is located.

The need to protect community facilities was identified as an important issue.

There was support for locating new development, including educational facilities, in easily accessible areas served by public transport.

Lancashire County Education Authority, the further education colleges and University of Central Lancashire as and well as private sector developers.
BIODIVERSITY AND THE NATURAL AND BUILT ENVIRONMENT

**Strategic Objective** – To protect, enhance and manage biological and geological assets

**Strategic Objective** – To protect, conserve and enhance landscape character, places of architectural, historic, cultural and archaeological value

14.1 Ensuring that the environmental quality of Central Lancashire is maintained and improved is a key concern. The local natural and built environmental assets are considerable and they make a major contribution to the area in many ways. They are valuable in terms of quality of life for residents and visitors. They contribute to the image of the area and making it a place that is attractive to live and work in, including attracting businesses with the added benefits of inward investment. They also make the area attractive to visitors, generating a significant tourist economy.

14.2 All areas of Central Lancashire have been shaped by human influence over the last 10,000 years. Today about 30% of the area is built up with the remainder rural – much of it attractive and open countryside. Nearly all of the rural land is farmed in some way but to varying degrees of intensity.

14.3 To help create places where people continue to choose to live and work, this Core Strategy must assist in protecting and improving Central Lancashire’s landscape character and most valued natural and man-made environments. For a long time planning authorities have sought to protect the countryside from unnecessary development so as to keep it open and unspoilt. Another benefit of this approach is that the most important landscapes and habitats are protected from urban development. However they can still be harmed by farming practices and other rural activities.

14.4 Central Lancashire includes areas of distinctive and attractive countryside, including part of the Forest of Bowland Area of Outstanding Natural Beauty (AONB) to the north of Preston, and the West Pennine Moors to the east of Chorley.

14.5 The aim is to have an integrated approach to protecting and enhancing both the natural and built environments across Central Lancashire. To do this it is important to understand the assets and the way in which they function together, and what factors will impact upon them in coming years.

14.6 The wider Central Lancashire City Region’s unique selling point is that it is a ‘city with room to breathe’. The Central Lancashire area at the core of the City Region can capitalise on this. The diverse network of multifunctional green spaces make it ideal, connecting the urban areas to the rural surroundings.

**Givens**

- **PPS1 Delivering Sustainable Development** sets out a wide range of the Government's overarching planning policies on the delivery of sustainable development through the planning system. The approach to sustainable development is a recurring theme throughout this document.
- **Policy EM1 of The new North West Regional Spatial Strategy** sets out that local authorities should deliver an integrated approach to the enhancement and protection of the Region’s environmental assets. It specifically mentions that Landscape Character, the Natural Environment, the Historic Environment and Trees, Woodlands and Forests should be taken into account.
- The RSS also sets out areas of search and objectives for Regional Parks in Policy EM4. This policy establishes a framework for bringing forward proposals, recognising the benefits and ensuring that adverse impacts are minimised.
- Policy ‘CLCR3: Green City’ of RSS sets out that the unique ‘green’ character of Central Lancashire offers advantages for recreation, attracting people and investment to the area, and that the assets should be protected and enhanced.

**Biodiversity**

- **PPS9 Biodiversity and Geological Conservation**, states that biodiversity is the variety of life in all its forms as discussed in the UK Biodiversity Action Plan. Geological Conservation relates to sites that are designated for their geology and / or geomorphological importance.
- **Circular 06/05: Biodiversity and Geographical Conservation** – sets out Statutory Obligations and Their Impact Within the Planning System;
- **PPS7 Sustainable Development in Rural Areas** sets out the Government’s planning policies for rural areas, including country towns and villages and the wider, largely undeveloped countryside up to the fringes of larger urban areas.
- **The new North West Regional Spatial Strategy** sets out in Policy EM1 the need to bring about a step change increase in biodiversity resources.
Biodiversity and Ecological Networks

14.7 Biodiversity is the variety of life in all its forms.

14.8 It is important to recognise that the underlying geology affects the landscape of areas and the biological diversity that the land can sustain. Some of these landform features are also valuable in their own right and may have significant local amenity or heritage value.

14.9 Central Lancashire boasts many of these assets. These include the internationally important and protected wildlife habitat of the Ribble Estuary (designated as a ‘Ramsar’ site, a Special Protection Area and a National Nature Reserve) together with Sites of Special Scientific Interest (SSSI’s). The area also benefits from many regional and locally important sites including, several hundred Biological Heritage Sites (BHS), a number of Local Nature Reserves, and is home to various protected animal and plant species.

14.10 These assets form part of a mosaic of vegetation and land use ‘patches’ that have become increasingly fragmented, with habitats and species often isolated in relatively small areas of land. Rivers, streams and canals, hedgerows, ponds and small woodlands that provide 'stepping stones' between these wildlife sites often provide valuable contributions to the biological diversity.

14.11 These features, when considered together, form an ecological framework that is particularly important. It provides for the movement of species from one area to another, contributing to biodiversity and is also important to enable adequate access to feeding areas required for more mobile species.

14.12 The best way to safeguard and enhance biodiversity from harmful human activities is to go beyond individual wildlife site and species protection to an ecological network approach. This will help identify where the key connecting habitats are, their susceptibility to damage and what improvement measures are needed to reinforce and bridge gaps in the network.

14.13 This Core Strategy can provide the basis for this approach locally by identifying broad areas of the ecological network that are important for biodiversity and likely areas of stress due to the proximity of human activity. This can then help guide future more detailed work to more precisely establish which parts of the ecological network can withstand say informal recreational use or the proximity of development and where improvements are needed.

14.14 Ecological networks exist within the wider extent of open land that make-up what is termed ‘Green Infrastructure’.

Givens/Evidence/You Said/Delivered
Conservation (Natural habitats, &c.) Regulations 1994 – sets out the regulations in relation to the conservation of habitats, habitats of species, and protection of species.

Wildlife and Countryside Act 1981 (as amended) containing four Parts and 17 Schedules, this Act covers protection of wildlife (birds, and some animals and plants), the countryside, National Parks, and the designation of protected areas, and public rights of way.

Countryside and Rights of Way Act 2000 sets out the regulations relating to rights and restrictions to access to the countryside, designation and use of Rights of Way and covers nature conservation, wildlife protection and AONB’s.

Evidence
Lancashire Natural Heritage Assessment – based on an analysis of designated nature conservation sites, the extent of any semi-natural habitat, the diversity of habitats present and the diversity of breeding bird species.

MARIO (Maps and Related Information Online) is Lancashire County Council's internet GIS system. It includes information relating to mapping on wind turbines and landscape sensitivity.

SSSIs – There are a number of Sites of Special Scientific Interest within the Central Lancashire area. There is a substantial database of information on these various sites.

Forest of Bowland AONB Management Plan - This management plan describes the special qualities of the AONB, which contribute to the national significance of the landscape. It identifies the major trends and opportunities for the area and presents a vision for the Forest of Bowland AONB in 2014

State of the Natural Environment 2008 - the describes the current state of the natural environment, as a baseline for comparisons in the Future and inform policy decision makers and future research priorities.

You said
Protect all sites of biological and geological importance.

Improve ecological connectivity.

All habitats are important including man
Geological Heritage

14.15 As stated above the underlying geology affects the biological diversity that the land can sustain, but many sites are important in their own right for their geological assets. Sites that are nationally important for geological research are also designated by English Nature as SSSI's. Geological Heritage Sites are of at least countywide importance and these were formerly known as Regionally Important Geological and Geomorphological Sites or ‘RIGS’ – and continue to be referred to as such.

14.16 Biological and geological interests are not mutually exclusive, sometimes occurring on a single site. A site may therefore be recognised as both a geological SSSI and a Biological Heritage Site. There are 17 designated Regionally Important Geological Sites (RIGS) in Central Lancashire.

Green Infrastructure

14.17 Green Infrastructure (GI) is open land in all its forms in both the natural and built environments, from countryside through to urban parks and play areas that provide a range of functions. These functions include contributing to biodiversity, alleviating flood risk and contributing to water management, providing strategic recreation sites and corridors and contributing to the landscape and historic environments. These can be linked to existing communities and considered against new development proposals. Through this approach it is possible to see how GI can best be used to help to ensure a balance between supporting development and economic growth and the social and environmental aspects of quality of life for all.

14.18 Green Infrastructure is therefore a key feature of Central Lancashire that provides multi-functional benefits, but one that requires careful management. The preferred approach will be to extend and connect assets within it, and to integrate it into the urban areas. A number of key opportunities exist to achieve this and to reinforce the importance of these locally significant spaces to adjacent settlements, ensuring links to the wider connected network and maximising the benefits. These will focus on:

a) exploring the opportunities provided by the river valley networks including:
   - the River Ribble at Penwortham and south to Lostock Hall and Bamber Bridge, to create a ‘central park’ area incorporating footpaths, cycleways and a Local Nature Reserve;
   - Savick Brook upstream of Preston, and
   - The Yarrow and Cuerden Valleys, and

b) the canal networks including:
   - The Lancaster Canal into Preston and
The Leeds and Liverpool Canal through Chorley and Adlington.

c) Other ‘green wedges’, remaining open spaces that can provide the necessary links.

14.19 This approach will also be important in the protection of open spaces around and within settlements, again as part of the wider connected network of spaces. These spaces will provide an enhanced environment between settlements but without preventing movement. In addition to bringing ‘space to breathe’ within urban areas it will also help to preserve the separation of settlements that are distinct from each other and prevent coalescence.

14.20 Whilst the Green Belt will provide adequate separation around some settlements, there are some northern settlements outside the Green Belt where additional protection is required. These include the settlements of Broughton, Goosnargh/Whittingham and Grimsargh.

14.21 The creation of new Green Infrastructure is also an important element of the Core Strategy and it is essential that this connects well with the existing assets identified below.

Green Belt

14.22 Designated Green Belt also plays an important function in relation to Green Infrastructure, having ensured that areas of open land remain between settlements.

14.23 The Green Belt in Central Lancashire is a long established land use planning tool that has served the area well. It currently covers over 50% of the total Central Lancashire area and has played a major part in the form of local settlements, having prevented the merging of towns and villages over the years.

14.24 In line with Regional Policy, no substantial review of the Green Belt in Lancashire is considered necessary before 2011 and there will still be a presumption against development in the Green Belt after that. It may be necessary to alter Green Belt boundaries locally and on a small scale to accommodate appropriate local developments.

14.25 However, it is also the case that in some areas only small amounts of open countryside still exist between settlements. To help to maintain the local character and distinctiveness that is important to local people, the preferred approach will be to establish additional protection of these countryside areas through the designation of Areas of Separation, where the Green Belt is only a narrow gap of open land. The key locations are between:

- Bamber Bridge and Penwortham and Lostock Hall;
- Chorley and Whittle-le-Woods;
- The Central Lancs City Region Strategy sets out in CLCR3 the need to protect and enhance the Green City.

Evidence

The Draft Lancashire Green Infrastructure Draft Strategy defines, identifies and refers to the opportunities presented by developing a structured approach to the provision of green infrastructure. This evidence has been produced in line with the principles established for the North West Green Infrastructure Guide. Furthermore it points out the wide range of benefits that can be accrued.

Green Infrastructure is expressed in spatial terms, individually and then collectively, which will help to identify multifunctional hotspots and gaps in provision.

The Strategy identifies eleven benefits of GI based on its contribution to the following issues:

- Climate Change Adaptation and Mitigation;
- Flood Alleviation and Water Management;
- Quality of Place;
- Health and Well-Being;
- Land and Property Values;
- Economic Growth and Investment;
- Labour Productivity;
- Tourism;
- Recreation and Leisure;
- Land and Biodiversity; and
- Products from the land.

The Lancashire Strategy is based upon a Framework which establishes three clear dimensions of strategic Green Infrastructure.

Firstly, those significant landscape features which form the critical asset base from a ‘maintenance and conservation’ perspective, for example the Forest of Bowland and West Pennine Moors. Both of which are assets based, in part at least, in Central Lancashire. Secondly, the typology of Green infrastructure, which identifies all the types of Green infrastructure found in the area. When these are connected within a strategic corridor, any type of Green Infrastructure may be considered to have strategic importance. Third, the benefits that are derived from Green infrastructure, resulting from the functions it performs.
Regional Parks

14.26 The Ribble Coast and Wetlands Regional Park is recognised as a potential National Park and is one of the most important habitats for wildlife in Europe. The salt marsh and mudflats provide food for a significant bird population. The wetlands have SSSI, Special Protection Area and Ramsar status. The area currently suffers from poor access for the public, such as on the paths along the river from Preston, and is therefore underutilised as a tourism asset. Proposals for this Regional Park include the provision of new visitor access and opportunities to enhance wildlife habitats and it is anticipated that it could contribute significantly to the local economy through natural tourism.

14.27 The East Lancashire Regional Park was the first of its kind in the region. Since it started over 300 ha of woodland have been planted, many new footpaths, bridleways and cycleways have been created and the Park hosts a range of educational arts projects, woodland trails and way markers. Artworks include a number of features that serve as landmarks, shelters, beacons or viewing platforms. The West Pennine Moors area to the east of Chorley town is within the Regional Park but footpath access from the urban area could be improved in what can be termed the Moorland Gateway area. The West Pennine Moors is also one of Lancashire’s core biodiversity areas so protection of the biological resource will be a priority, requiring sensitive planning for increased visitor access.

14.28 Within the areas of search for the Regional Parks, development will only be allowed if it is appropriate and contributes positively to the key objectives set out in RSS. This approach will ensure that opportunities to extend and enhance the Regional Parks are secured.

Landscape Character

14.29 A landscape character assessment for Lancashire has been undertaken and this identifies around 20 key landscape character areas in Central Lancashire. The Landscape Character of the area underpins the approach to be adopted to achieve the vision and objectives of the Core Strategy, in relation to providing a high quality green environment.

14.30 The Landscape Character is quite diverse but can be summarised in the following way:

- The moorland hills and fringes of Beacon Fell in the north and the West Pennine Moors in the south east, together with their industrial foothills;
- Wide areas of undulating lowland farmland to the north and west, and along the Ribble Valley in the east;
Central Lancashire Preferred Core Strategy – Cabinet Draft

Para Main Text

- The Ribble Valley itself, a dominating landscape running from the east of Central Lancashire, out into the valley estuary and the important coastal marshes to the west;
- The coastal plains of The Fylde, and Longton-Walmer Bridge area, close to the urban centre of Preston;
- The mosslands at Hoole and Farington to the west of Leyland and from Bretherton to Mawdesley.

14.31 Whilst not all the landscapes identified in these areas are of national importance, they are all highly valued locally. It is important to protect the special character of these areas and new development will be expected to enhance the overall vitality of the area, be well integrated into the existing settlement patterns, and to respect the landscape character.

Built Environment

14.32 Central Lancashire also boasts a rich and varied built environment, which includes areas of significant historic and architectural interest, much of which stems from its industrial past. The historic environment makes a valuable contribution to the area’s economic and social well-being and can also provide a focus for regeneration initiatives and attracting investment.

14.33 The quality and variety of these assets covers historic designed landscapes, settlement patterns, individual buildings and archaeological sites which create a rich legacy for the area. The most important historical and archaeological structures are protected by legislation, though many local features are not.

14.34 Recorded Listed Buildings and Scheduled Ancient Monuments include those buildings and structures which are recognised to be of national significance. In addition to this many other buildings and archaeological sites of regional, county or local significance are also recorded on the Lancashire Sites and Monuments Record. The historic environment includes discrete and recognisable historic areas such as village centres, town neighbourhoods and ornamental parks and gardens, many of which are designated as Conservation Areas or Registered Parks and Gardens of Special Historic Interest.

14.35 In total, Central Lancashire boasts over 1,300 Listed Buildings, 26 Conservation Areas, 17 Scheduled Ancient Monuments, a number of Parks and Gardens of Historical Interest and many more local sites of archaeological and historical interest.

14.36 Historic assets are valuable and significant both in themselves and for their contribution to education, recreation, the economic life of the area and the quality of life of residents and visitors. The historic environment is an integral part of the fabric of everyday life. It is part of a common inheritance, the material legacy of the achievements, and aspirations, of earlier communities. This awareness of the past gives both people
and places an identity and contributes to local distinctiveness and sense of place. It is also a key asset for heritage-led regeneration, tourism and leisure projects, which may help to revitalise local areas.

14.37 However, the historic environment also represents a non-renewable resource that is susceptible to damage, destruction or erosion. It is crucial that the best assets are protected from the new developments proposed, indeed the joint local authorities have a duty to protect and enhance the historic environment in order that existing and future generations may enjoy the rich variety and diversity of an area’s heritage.

14.38 The built environment is not just about heritage of the past, it is also about the design of modern buildings. The safe option can be to try to replicate old building styles with pastiche designs. A far better approach when introducing new buildings in a historic area is to respect and draw from the past but to adapt this in modern designs. This is what is meant by ‘building in context’. It is also important to encourage good building design in all developments not just those in ‘special’ areas. Where the local environment is poor, good building design can help transform both the appearance and ‘feel’ of an area.

The Housing theme refers to the need to improve both the construction standard and design of new homes and to help with this a Supplementary Planning Document is envisaged – such a guidance approach could have wider application. This could help to identify how best to integrate new development into existing settlement patterns and landscape character. Similarly in the Travel theme reference is made to the importance of the appearance of public spaces particularly in terms of areas for pedestrian movement – again further guidance is proposed.

Preferred Option

1) Continue to conserve and protect, and seek opportunities to enhance and manage the biological and geological assets of the area, to secure a step change increase, through the following measures:

   a) promoting the conservation and enhancement of biological diversity, having particular regard to the maintenance, restoration and re-creation of priority habitats and species;
   b) seeking opportunities in particular to enhance and expand ecological networks;
   c) safeguarding geological assets that are of strategic and local importance from inappropriate development.

2) Manage and improve environmental infrastructure through utilisation of the Green Infrastructure approach to:
Para  Main Text  Givens/Evidence/You Said/Delivered

By/Targets/Monitoring

Historic Designed Landscapes of Lancashire Research Study, Phase 1, November 1998 – published by English Heritage and Lancashire County Council, this study identifies over 50 sites in Central Lancashire which may be suitable for listing on the National Register of Parks and Gardens.

Historic Town Profiles have been completed for Chorley, Leyland and Preston and identify the key historic buildings and the development of these places.

The Heritage Dividend is a research framework for evaluating the wider impact of expenditure on improvements to the historic environment. The concept and methodology concentrate on the social, environmental and economic spin-offs that benefit local people, townscape, landscapes and employment.

Economic Value of Urban Design -
Was prepared by Renew North West and examined whether or not there is measurable economic evidence showing that the quality of urban design affects economic and social outcomes. Among the main conclusions of the project were:

- There is strong evidence that economic, social and environmental returns increase with better design
- An increase of up to 20% in rental and capital value can be added by good urban design
- Increased quality speeds up the lettings and sales rates of a scheme
- Quality design generally reduces the whole life cost of a building or space
- Good urban design helps to stimulate the wider regeneration of an area and improve its image
- Substantial costs are often associated with poor urban design

REMADE – is a programme that seeks to reclaim previously developed derelict, under-used and neglected land in the county of Lancashire.

You said

Designate more conservation areas and improve existing ones to protect the historic environment. Protect older buildings and properties with large gardens

Schoolchildren thought that flexible and modern design of new buildings was important, (71%), though 20% thought following existing urban character was more important.
14.40 Park proposals including approaches and access to them, especially along the River Ribble downstream of Preston and Penwortham and in the 'Moorland Gateway' area east of Chorley Town;

6) Continue to protect and seek opportunities to enhance natural and built environmental assets, through the following measures: -

   a) safeguarding important strategic and local natural environmental assets from inappropriate development;
   b) Development or other initiatives will be supported where they protect and enhance the built heritage assets, with particular support for initiatives that will improve any assets that are recognised as being in poor condition,
   c) Development will not be supported where it will have a detrimental impact on the interests of heritage assets, is inconsistent with the principles of the proper management of the asset or is contrary to the necessary control of development in nationally or locally designated areas;
   d) Where developments will indirectly affect the setting and character of heritage assets, particular attention will be expected in relation to the design of proposals which will be expected to preserve, reflect and enhance the local character and context, the setting and historic values of the assets affected.

7). The design of new buildings needs to take account of the character and appearance of the local area but should do this from a context approach taking account of the following considerations:

   a) siting, layout, massing, scale and materials;
   b) safeguarding the amenities of neighbouring occupiers;
   c) accessibility for all transport modes and users;
   d) crime minimisation;
   e) integrating new landscaping with existing landscape features and landforms;
   f) the provision of open space, enhancing other public space and including public art where appropriate;
   g) sustainable construction.

Reason

Spatial planning has a key role to play in the protection of all aspects of the natural and built environment, including biological and geological heritage assets.
The proposed option seeks to ensure that these assets are protected, enhanced and managed to secure their long term future, increase the opportunities and benefits they provide and to seek opportunities to expand them whenever possible.

Not favoured options from Issues and Options Stage

<table>
<thead>
<tr>
<th>Option</th>
<th>Reasons not favoured</th>
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<tbody>
<tr>
<td>The provision of Green infrastructure is an essential element of sustainable communities. The alternative considered was to adopt a traditional approach to plan for open space and recreational facilities for each development as it occurs.</td>
<td>This alternative would lead to missed opportunities and uncoordinated provision. It would not ensure that the best linkages are made between spaces and places and the Green Infrastructure and Ecological Networks identified would not be enhanced as required.</td>
</tr>
<tr>
<td>One option considered at Issues and Options stage was to allow some development that may cause direct or indirect detriment to biological or geological assets or their settings, as long as the developer compensated for any losses.</td>
<td>This approach has been rejected as it would not secure the benefits of a coordinated approach to improving and enhancing all assets that play a valuable part in the Green Infrastructure and ecological network provision. Consultation feedback also favoured an approach of protecting all sites.</td>
</tr>
<tr>
<td>Options in relation to the best way to protect landscape quality were set out in the Issues and Options report.</td>
<td>The preferred option incorporates the combined approach most favoured by respondents to the Issues and Options report.</td>
</tr>
<tr>
<td>Options in relation to the design quality of new buildings and using land effectively were set out in the Issues and Options report. These related to defining local character and requiring it to be respected in all new developments, adopting a more flexible approach or requiring developments to be built as densely as possible without compromising design.</td>
<td>No clear preference was given in relation to the options suggested. ‘Defining local character and requiring it to be respected in all new developments’ and, ‘adopting a more flexible approach’ were equally favoured. However, the preferred option is considered to adequately cover the main issues that were raised during consultation.</td>
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</table>

The Central Lancashire authorities have not ruled out other options that may arise from future engagement with stakeholders, or changing circumstances, so the preferred way forward may be further amended for the next version of the Core Strategy.
TRAVEL

Strategic Objective – To reduce the need to travel and improve transport accessibility in sustainable ways

15.1 For most of us travelling is an important part of our daily lives whether it is journeys commuting to work or for other business reasons, trips to school or those for shopping and leisure purposes. Many of these journeys are made on a daily basis early in the morning and late in the afternoon/early evening. These peak flow hours are particularly significant because this is when road congestion and public transport overcrowding most often occurs.

15.2 Personal mobility has increased year on year for many years. This is despite the fact that there are increasing opportunities to avoid travelling; such as working from home and internet shopping. In the future even more flexible working, better telecommunications and increased oil prices should mean more activities will take place without travel being necessary.

15.3 The Preferred Option for locating development and investment, aims, amongst other things, to reduce the need to travel by guiding these changes to the most accessible locations. For key development sites, local provision of services is envisaged to be provided as an integral part of the whole scheme. Elsewhere, as stated in the Economic Growth and Employment Theme, mixed use employment and housing developments (including live/work units) are supported giving people the opportunity to live and work on the same site. Maintaining and improving the choice of local jobs within local neighbourhoods is another preferred way of reducing the need to travel.

15.4 Most of the trips we do make are short distance – less than 2 miles and many of these are made by car when they could be done on foot or by cycling.

15.5 The Census of Population showed in 2001 that most people in Central Lancashire travelled to work by car (61%), the full breakdown is pictured below and indications from more recent times reveal that these proportions have hardly changed. The wide availability of long stay car public parking and free private work place parking make such trips attractive.

15.6 Within Central Lancashire most journeys to work are made within, or to and from, Preston which has the biggest concentration of jobs in Central Lancashire. With further major developments proposed in the City Centre these flows are likely to become larger. Elsewhere, particularly in the urban areas south of the River Ribble including Leyland and Chorley, the travel demand will also increase even after allowing for mixed use developments.
High usage of cars is the main cause of road congestion in the morning and afternoon peak travel hours. The Central Lancashire Transport Study predicts that total annual trips to work by car in the Plan area would rise from 28 to 34 million by 2018 if high development growth is achieved and there is no switch to public transport. A further increase to 38 million car trips a year is predicted on the same basis by 2028. In practice road congestion would probably discourage this increase in car use and this turn could stifle new development.

In many cases car traffic congestion delays bus services because these vehicles often have to share the same road space as private vehicles. Buses carrying passengers on the two existing (PortWay and Walton-le-Dale) park and ride services on the edge of the Preston urban area to and from Preston City Centre are held up for the same reason. There is however a mode alternative in the form of some off-road provision for cyclists making shorter journeys into and within the City quicker by bike than car.

Train travel is a separate but related matter. All passenger railway services within Central Lancashire pass through or terminate at Preston station. Nearly 3.5 million passengers per year terminate their journeys here and approximately 1 million change trains. This station has fast services on the West Coast Mainline Link the City with London, Birmingham, Glasgow and Edinburgh as well as many places in between. The journey times are short enough to allow return day trips to these distant cities for business purposes; this is an important benefit for local organisations.

More locally, Preston is at the centre of rail services to Manchester and beyond (including the airport), Liverpool (mainly via Wigan), Blackpool (including the airport), Cumbria, and East Lancashire and beyond. These are important links for commuters and other business travellers as well as for shopping and leisure trips.
There is some overcrowding on local trains especially to Manchester but most services currently cope with peak demand. However in common with national trends, train passenger numbers are rising in the region and this is expected to continue in the future. Recent years have seen the introduction of some longer trains and bids for more carriages are awaiting approval through the Manchester Transport Investment Fund bid. Separate funding bid to lengthen some Transpennine Express trains is also being considered.

The most up to date rolling stock on local rail services is operated by First Transpennine with 3 carriage trains and these have an impressive reliability and punctuality record. Most other services are operated by Northern Rail with a mixed fleet of older vehicles that are less attractive to users and poorer in terms of reliability and time keeping.

Recent years have seen some investment in local train stations including a new one at Euxton Balshaw Lane and, by Spring 2009, there will be another at nearby Buckshaw Village. These schemes were protracted in their forward planning and regulatory approval stages underlining the need to have a long term commitment to such proposals. Improvements at existing stations have included Community Rail Partnership funded works at Bamber Bridge with similar refurbishment planned at Lostock Hall. However there are further deficiencies still to be remedied, including more car and cycle parking, disabled access and real time passenger information particularly at Leyland and Adlington stations.

The pattern of bus services in Central Lancashire shows a concentration of commercially viable services within Preston and between Preston and the main urban centres of Leyland and Chorley. Commercially viable services also operate to areas outside Central Lancashire such as Blackburn, Bolton, Southport and Wigan in particular. Some of these are frequent or limited stop services, typically with modern easily accessible vehicles that are particularly attractive to users.

Within Preston there are many local services with electronic real time information at stops and commonly using smaller modern easy to get on vehicles on circular and through centre routes. However operators are often competing with each other on the same routes for passengers. Most services terminate or call at the bus station off Ringway. This facility has a rundown appearance and a poor image. It is due to be replaced by a new interchange south of Church Street, provided as part of the Tithebarn redevelopment scheme.

Chorley now has an attractive new bus interchange opposite the railway station, electronic timetable information is relayed between the two facilities but the services are not coordinated. Recently the town’s circular services (Network Chorley) were revamped with an injection of government, County Council and Stagecoach funding for new accessible buses and a wider network of routes. Ridership levels have increased as a result but commercial viability is some way off and ongoing financial support is likely to be needed to keep services...
Para Main Text

running beyond the time limited grant monies.

15.17 Leyland does not have its own town services but is fairly well connected with Preston and Chorley in particular although interchange facilities need to be improved.

15.18 For bus services to operate at or near peak level efficiency clear routes for the vehicles are needed; this can best be achieved through bus priority measures. These will certainly be needed for the next series of park and ride services around Preston as this type of facility is the key to improving accessibility into the City Centre. These might be combined with other measures such as high vehicle occupancy and freight vehicle lanes.

15.19 The ability for bus services to interconnect with one another is another key to efficient provision. This occurs at bus stations but can be achieved on a smaller scale at ‘hubs’

15.20 Away from the urban areas of Central Lancashire there is a wide spread of typically more infrequent rural bus services that have generally seen some declining use in recent years. However some people are highly dependent on these - particularly older, mobility impaired persons and young teenagers. There are a range of possible solutions in addition to traditional bus services, such as taxi sharing and other specialist pre-booked services particularly aimed at the most dependent users and their essential trips to local hospitals and the like. However these Demand Responsive Transport services are limited and would benefit from more funding and coordination.

15.21 Central Lancashire is well connected to the national motorway network and this is an essential benefit for local firms both in terms of business travel and road freight (there are very limited opportunities for rail freight connections in the area because of a lack of sites and suitable sidings). Preston is well served by motorway junctions and the City is bypassed for through traffic. However motorway congestion still occurs on the M6 4-lane section east of Preston at its junctions with the M55, 61 and 65 with also peak hour queuing to get off the motorway.

15.22 Leyland has ‘its own’ M6 junction (29) and this has been improved recently to help serve the ongoing housing and employment development at Buckshaw Village. The same can be said for junction 8 on the M61 at Chorley. Long standing unauthorised use of the Charnock Richard M6 service area as a motorway access and attempts to stop it, show some demand for a junction here. However the government’s Highways Agency are unwilling to support a full junction to be created even if funding could be found. National policy is to not allow new junctions to serve new development.

15.23 More locally some long planned road schemes have been built around Chorley in recent years, mainly with the help of developer funding, so now there is a complete southern and western bypass around the town. Also imminent is a bypass at Broughton, again to be funded with development funding contributions. Prospects for a Penwortham bypass are more remote but with future traffic growth...
there is increased pressure to improve the A582 and link the A59 to the motorway at Farington/Lostock Hall.

15.24 There is a growing network of cycle routes across Central Lancashire with a mixture of on-road lanes and off road cycleways. Research has suggested that cycling had the greatest potential of any mode for reducing car use. With growing concern about increasing obesity and climate change, promoting active travel, cycling and walking is becoming increasingly important. Traffic on main roads discourages people from cycling. Access to town centres by bicycles is poor. South Ribble has higher cycling rates both to school and work than Preston or Chorley. Buckshaw Village has won an award for its cycle facilities. There is a need for more investment in cycle facilities in the area to capitalise on the potential for increasing cycle use in the area. Cycle network plans for Preston, Chorley and Leyland are being drawn up. There are lottery funded ‘cycling for health’ schemes in Preston, South Ribble and Chorley.

15.25 Pedestrian schemes and networks are by their nature often more localised, however whilst main shopping centres have seen improvements more needs to be done here to high design standards as well as in suburban and rural areas to provide safe and convenient paths and pavements.

15.26 Apart from being contrary to national government and regional policies, providing a lot more road space for car users would be environmentally damaging, potentially disruptive for local communities and prohibitively expensive. A much more sustainable and efficient way of travelling, especially in urban areas and over longer distances, is to make more use of public transport. However for switches to be made to this mode, public transport needs to be made more attractive to use and car travel more difficult.

15.27 Success in this respect will partly depend on the ability to change attitudes and raise awareness about travel options. Better information about what is available is one aspect of this. The scope to easily change modes of transport along a journey can also be part of the solution. The provision of places to ‘interchange’ between modes, especially with inter-connected coordinated bus/train services, enable onward journeys with the minimum of delay and inconvenience.

15.28 There will always be some road improvements that can complement enhanced public transport – such as essential missing links and more minor schemes like junction and travel flow improvements assisted by electronic controls and variable signage.

15.29 Changing people’s perceptions about how to travel is key to successfully achieving them switching transport modes. Travel Plans have traditionally been based on firms looking at ways to encourage their employees to use better, more sustainable ways to travel to work including car sharing. However this approach can also be done at the source of trips with both new residents on a development site or indeed with existing residents with Personal Travel Plans.
The main ingredient of travel planning is raising awareness about transport options – providing information about routes, services, interconnections and costs to give people the confidence to change their travel behaviour. The key then is ensure that the mode switched to is as good as promised, otherwise people will quickly revert to how they travelled before.

**Preferred Option**

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

<table>
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<tr>
<th>Preferred Option</th>
<th>A. Reduce the need to travel by -</th>
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<tr>
<td></td>
<td>i. encouraging more flexible working patterns and home working</td>
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<td>ii. enabling better telecommunications for business, education, shopping and leisure purposes</td>
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<td>iii. assisting home deliveries of ordered goods</td>
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<th>B. Encourage car sharing by -</th>
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<tr>
<td></td>
<td>i. promoting work based schemes</td>
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<td>ii. providing high vehicle occupancy road lanes into to Preston</td>
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<th>C. Manage car use through –</th>
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<tr>
<td></td>
<td>i. provision of long and short stay car parking in the centres of Preston, Chorley and Leyland</td>
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<td></td>
<td>ii. public car parking charges</td>
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<td>iii. reviewing work place car parking</td>
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<th>D. Enable travellers to change their mode of travel on trips through -</th>
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<tr>
<td></td>
<td>i. providing a ring of new bus based park and ride sites around Preston at – M6 junction 31a, Broughton, Tickled Trout, Penwortham Way, Cuerden Green and Riversway.</td>
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<td></td>
<td>ii. improving car and cycle parking facilities at railway stations</td>
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<td></td>
<td>iii. better coordinated bus and rail services</td>
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<td></td>
<td>iv. providing better public transport interchanges and hubs</td>
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<td>v. preparing, implementing and monitoring Travel Plans including Personal Travel Plans</td>
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<th>E. Improve public transport by –</th>
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<tr>
<td></td>
<td>i. providing new railway stations at Buckshaw Village*, Cottam*, Coppull, and Midge Hall (* park and ride sites)</td>
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<td></td>
<td>ii. creating bus priority measures across Central Lancashire</td>
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<td></td>
<td>iii. improving main bus routes elsewhere</td>
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<td></td>
<td>iv. providing a Preston City Centre shuttle bus and extending the Chorley town services</td>
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<td></td>
<td>v. supporting Demand Responsive Transport</td>
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</table>
F. Improve opportunities for cycling by –
   i. completing the Central Lancashire Cycle Network of off-road routes and supplementing this with an interconnected system of on-road cycle lanes and related road junction improvements

G. Improve pedestrian facilities with -
   i. High quality designed city and town centre paving schemes
   ii. safe and secure urban and rural footways and paths linking with public transport and other services

H. Improve the road network with -
   i. bypasses of Broughton and Penwortham
   ii. a new road from Bamber Bridge to Lostock Hall
   iii. improving the A582 and linking to the A59
   iv. improvements to the north west of Preston
   v. variable traffic flow measures on existing roads

Reason:

15.31 This Preferred Option provides a range of alternative measures designed to promote sustainable travel, while at the same time recognising that car use will, at least in the foreseeable future, be the preferred mode of transport for many people. This approach is entirely consistent with relevant national and regional policies.

Not Favoured Options from Issues and Options stage

<table>
<thead>
<tr>
<th>OPTION</th>
<th>REASONS NOT FAVOURED</th>
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<tbody>
<tr>
<td>Introduce road congestion charges or</td>
<td>Although these measures could reduce the number of cars on the roads, it is not</td>
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<td>tolls.</td>
<td>considered appropriate to introduce congestion charges in Central Lancashire at</td>
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<td>present. There would be a high initial cost to install the charging mechanism and</td>
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<td></td>
<td>the need to first provide an attractive package of alternative transport modes.</td>
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15.32 In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.
16. DELIVERING INFRASTRUCTURE

16.1 Infrastructure is many different things. It can be taken to be all the physical and social services that enable us to carry out our lives. So it includes physical things like roads and sewers that are essential for most forms of development but also services like skills training and advice along with many other things. There are numerous references to infrastructure in this Core Strategy.

16.2 There are usually one-off initial ‘capital’ costs of providing new infrastructure — such as for constructing a building or equipping a room for training purposes. Then there are common on-going ‘revenue’ costs to maintain a building or to run a service. These revenue costs can continue for as long as the building is used or the service operates but over time these costs may become self financing or absorbed into ongoing budgets.

16.3 Most infrastructure is a public resource although these days many public services are provided by private companies such as the so-called ‘public utilities’ supplying water, waste water disposal, electricity, gas and telecommunications. These companies charge directly for their services and are meant to be self financing although the way they operate and how they pay for new infrastructure is regulated by government agencies.

16.4 The services provided by councils are partly funded by specific government grants (about 70% of total local authority expenditure), partly through Council Tax (25%) and partly through direct charging for services such as car parking fees. Other public services are directly funded by government. Health care is one although again users do make some financial contributions — like through paying prescription charges and dental fees as well as through general taxation.

16.5 So in various ways government controls expenditure on public services and although annual increases in grant support do occur this is normally closely linked to the rate of inflation rather than additional demand arising from an increasing population associated with new land use development. For such growth government is increasingly expecting new development to pay for the infrastructure needed for use by the new occupiers. These payments are called ‘developer contributions’.

16.6 Developer contributions have become an accepted part of the development costs of construction projects. They can be direct payments and/or actual works done on or near the development site. In addition to paying for infrastructure developer contributions can also be sought for providing affordable housing — this aspect is covered in the Housing theme.
Para  Main Text

16.7 The current practice for securing contributions is for a legally binding agreement to be entered into between the developer of a particular site and the planning authority. These agreements are called ‘Planning Obligations’.

16.8 Planning Obligations can:

• prescribe how the development is to be implemented
• compensate for loss or damage caused by the development
• mitigate a development’s impact – such as on the demand for services or on the transport network

16.9 The latter two points can be resolved through developer contributions.

16.10 Providing a developer knows in advance what developer contributions are likely to be required for developing a site, the cost can in effect be met by deducting this from the payment made for the land. The value of land can greatly increase if permission is given for development compared to its previous use value. This uplift in value is usually largest for greenfield sites where the difference between agricultural use value and say residential development value can be 400 times higher or more. This is a windfall profit for the land owner although it will normally be taxable.

16.11 If the developer does not know the likely scale of the developer contribution before the land deal is done then a higher price may be paid for the site. As a result there may not be enough profit in the development to meet the required contribution in full. In a rising market, with increasing sale prices for the new buildings being built, the developer may be able cover the contribution cost. In a stagnant or falling market the development may cease to be fully viable and either the developer contribution costs are reduced in some way, the development does not go ahead, or the development is abandoned when partly built.

16.12 Most developer contributions are imposed through Planning Obligations made using powers under Section 106 of the relevant Planning Act although other payments, for say highways works and adoption of new roads, are secured under provisions of the Highways Act and similar arrangements apply for water supply and sewage disposal infrastructure.

16.13 Councils are bound by government requirements by what Planning Obligations under Section 106 can relate to – Circular 05/2005 sets this out. However increasingly planning authorities are moving to require developer contributions in a standardised way with set charges for different types and scales of development rather than individually negotiated agreements for each development.

16.14 This standard charge approach allows for financial...
contributions to be collected for a wider range of infrastructure and they are more easily pooled together to be spent on larger works or services. This is justifiable because often it is the combined effect of several developments that create the need for new infrastructure. Contributions can also be sought to resolve existing deficiencies where it is clear that the new development will make this situation worse. This approach is being encouraged by government who are looking at ways to streamline this process. Their latest proposal is a Community Infrastructure Levy – in effect a standard charge.

For the process of seeking developer contributions, particularly in a standardised way, to work fairly and be accepted by developers a number of provisions need to be in place:

- The infrastructure requirements of an area and the further impact the envisaged scale of development will have need to be fully established
- The costs of providing this infrastructure need to calculated
- The scale of contribution from all likely non-developer funding sources needs to be taken account of
- A recognition that the viability of new developments must be respected both in overall and cash flow terms (phased payments can help with the latter with clear trigger points for when such payment will be required)
- A transparent way of collecting, holding and paying out monies on infrastructure with some mechanism for making repayments to developers if developments do not go ahead or the infrastructure turns out not to be required
- An appropriate priority list of infrastructure projects to spend developer contributions on
- Agreement on what types and scales of development will contribute to which forms of infrastructure and spatially where these payments will apply
- Acknowledgement that circumstances may arise where and when the ‘normal’ developer contributions will not apply or fully apply
- Taking account of all of the above set standard charges which are reasonably priced and capable of regular review to take account of changing circumstances.

To take this forward this Core Strategy needs to reflect the above in a policy for delivering infrastructure through developer contributions. Elsewhere this document refers to what types of provision this mechanism is likely to be required for. A separate Supplementary Planning Document will be prepared to show in detail how this would operate in practice, complete with a list of infrastructure required, standard charges to be paid and the means to keep these under review. This approach will need to take account of development viability and changing market conditions which could be addressed by alternative payment mechanisms.
16.17 Developer contributions will not pay for all of the new infrastructure required. Depending on the other finance available to infrastructure providers developer contributions may only ‘top up’ what is otherwise available in funding terms or they may make up a large or full share of the costs for some schemes. The extent of these likely costs and shares will need to be established through on-going studies.

Preferred Option

To work with infrastructure providers to establish works and/or service requirements in relation to development proposals and what funding shortfalls could be met through developer contributions.

When and where a funding shortfall is identified, after taking account of all other likely funding sources, to require, through developer contributions, that new housing and commercial development above the following thresholds – net increase of:

- 15 or more dwellings, or
- 500 or more square metres of commercial floor space

meets the necessary on and off-site infrastructure requirements which are required to support the development and mitigate the impact of that development on existing community interests.

Where the provision or improvement of infrastructure or other works or facilities is necessary to meet community or environmental needs associated with new development or to mitigate the impact of development on the environment or existing communities, standard charges as appropriate will be imposed for the payment of financial contributions towards such infrastructure, works or facilities to ensure that all such development makes an appropriate and reasonable contribution to the costs of provision.

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

The provision of infrastructure will be linked directly to the phasing of development on land throughout Central Lancashire to ensure that appropriate enabling infrastructure is delivered in line with future growth although some monies will be specifically collected and spent on more localised infrastructure provision. The
<table>
<thead>
<tr>
<th>Para</th>
<th>Main Text</th>
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<tbody>
<tr>
<td>16.18</td>
<td>Infrastructure will be coordinated and delivered in partnership with other authorities and agencies such as the Local Highway and Transportation Authority, the Local Education Authority, strategic rail bodies and the Environment Agency, utility companies, Primary Care Trusts and private sector partners</td>
</tr>
<tr>
<td><strong>Reason</strong></td>
<td></td>
</tr>
<tr>
<td>16.18</td>
<td>It is not possible for new infrastructure to be paid for entirely out of the public purse so alternative sources of funding need to be pursued. It is considered fair that developers contribute towards the funding of any shortfall/upgrade to infrastructure that may be required as a result of their developments.</td>
</tr>
<tr>
<td><strong>Not Favoured Options from Issues and Options stage</strong></td>
<td></td>
</tr>
<tr>
<td>16.19</td>
<td>This is a new section to this Core Strategy that was developed as a result of representations made at the Issues and Options stage. Therefore the Preferred Option presented here is new.</td>
</tr>
<tr>
<td>16.20</td>
<td>In developing the preferred option, the Central Lancashire authorities have not ruled out other options that may arise from engagement with stakeholders, so the preferred way forward may be further amended in the next version of this Core Strategy.</td>
</tr>
</tbody>
</table>
Glossary

AAP  
Area Action Plan – A plan for a specific area where significant change or conservation is needed.

AMP  
Annual Monitoring Report – An annual progress report on progress of the preparation of LDF documents as set out in the LDS and monitoring their performance in terms of various indicators.

AONB  
Area of Outstanding Natural Beauty – An area with legal protection because of its natural beauty and high landscape quality.

AQMA  
Air Quality Management Area – An area where levels of pollution and air quality might not meet national air quality objectives. If it does not a plan is prepared to improve the air quality - a Local Air Quality Action Plan.

Brownfield Land  
Land that has been previously developed, includes the gardens of houses.

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.

Developer Contributions  
Monies collected from developers or direct works done by them to mitigate the impacts of new development where these cannot be satisfactorily addressed by conditions attached to a planning permission. This may include the creation of new wildlife areas or to provide additional infrastructure required by the development, such as new school facilities or provision of affordable housing.

GONW  
Government Office for the North West of England

Green Belt  
Statutorily designated land around built-up areas intended to limit urban sprawl 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 and allotments.

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.

Growth Point  
Now referred to as ‘New Growth Point’, it is an initiative designed to support local communities who wish to pursue sustainable growth, including new housing, through a partnership with Government. The
Core Strategy will need a degree of flexibility to accommodate this growth should the proposed Growth Point in Central Lancashire come into effect.

**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.

**LAA**

Local Area Agreement - Contract between central and local government and major local organisations to deliver results on local priorities. Authorities and their partners will negotiate clear targets and outcomes for these areas with central government but will have the freedom to decide how best to achieve them.

**LDD**

Local Development Document - All documents (statutory and non-statutory) making up the Local Development Framework

**LDF**

Local Development Framework – is a folder of all the documents that comprise the Local Development Plan and support it – replaces the Local Plan.

**LDS**

Local Development Scheme - Is a 3 year programme for production of the Local Development Framework (LDF) and identifies and describes what Development Plan Documents (DPDs) and Supplementary Planning Documents (SPD’s) will be produced and when.

**LEP**

Lancashire Economic Partnership that is responsible for economic initiatives across the County.

**Lifetime Homes**

A home that is built to 16 specific design standards so that is accessible and adaptable and is suited to for a wide range of household types, from couples with young children through to older single people.

**Local Plan**

The ‘old style’ local part of the development plan to be replaced by the LDF.

**LSP**

Local Strategic Partnership - An umbrella group of businesses, voluntary and statutory bodies, who are working together in an administrative area to deal with local priorities.

**MWDF**

Minerals and Waste Development Framework – that part of the development plan that sets out a strategy for future minerals and waste development. The MWDF will focus on issues such as mineral extraction, waste management and recycling, protecting mineral resources and restoring minerals and waste sites.

**Northern Way**

A cross regional strategy developed by 3 Regional Development Agencies in the north of England, and their partners, to create a step-change in economic growth across the regions and to reduce the gap in economic performance with the South of England.

**NWDA**


**NWRA**

North West Regional Assembly – The RPB (refer below) for the North West Region who prepared the North West RSS. The Assembly is
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>PCT</td>
<td>Primary Care Trust – Groups set up by the National Health Service that commissions a range of health care related services, activities and advice.</td>
</tr>
<tr>
<td>PINS</td>
<td>Planning Inspectorate – are responsible for the processing of appeals against the refusal of planning permissions and also for examining and holding hearings DPD’s.</td>
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<tr>
<td>PPG</td>
<td>Planning Policy Guidance notes – Have now been superseded by PPS, but provided guidance on a range of topics on how local policies should meet national planning goals.</td>
</tr>
<tr>
<td>PPS</td>
<td>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.</td>
</tr>
<tr>
<td>Preferred Option</td>
<td>When considering how to deliver the Strategic Objectives (below), there is typically a range of options available, all of which must be considered. Having regard to a range of considerations and the evidence available the Preferred Option will be the one that is considered best delivers the policy objective.</td>
</tr>
<tr>
<td>Proposals Map</td>
<td>A map that shows allocated sites for development, other land use proposals and protected sites.</td>
</tr>
<tr>
<td>RES</td>
<td>Regional Economic Strategy – A statutory document that takes an integrated and sustainable approach to economic development and regeneration by tackling business competitiveness, productivity and the underlying problems of unemployment, skills shortages, social exclusion and physical decay.</td>
</tr>
<tr>
<td>RPB</td>
<td>Regional Planning Body - Responsible for developing and coordinating a strategic vision for improving the quality of life in the region. They are also responsible for preparation of Regional Spatial Strategy (RSS).</td>
</tr>
<tr>
<td>RSS</td>
<td>Regional Spatial Strategy - provides broad development strategy for the region for a 15 to 20-year period with which the local development frameworks have to be in general conformity. It is produced by the Regional Planning Body.</td>
</tr>
<tr>
<td>SA</td>
<td>Sustainability Appraisal - An assessment that considers the environmental, social and economic effects of a plan and appraises them in relation to the aims of sustainable development. Refer to SEA below.</td>
</tr>
<tr>
<td>SCI</td>
<td>Statement of Community Involvement - Sets out how, when and where the council will consult with local and statutory stakeholders in the process of planning for the local authority area.</td>
</tr>
<tr>
<td>SCS</td>
<td>Sustainable Community Strategy - Prepared by Local Strategic Partnerships as a set of goals and actions which they wish to promote.</td>
</tr>
<tr>
<td>SEA</td>
<td>Strategic Environmental Assessment - A process of environmental assessment of certain plans and programmes which are likely to have</td>
</tr>
</tbody>
</table>
significant effects on the environment. Authorities which prepare and/or adopt such plans or programmes must among other things assess the likely significant environmental effects.

**SFRA**

Strategic Flood Risk Assessment – These are required to meet national and regional policy requirements in relation to flood risk in a local area.

**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.

**Spatial Vision**

The overall vision for an area that sets out how it should be at a date in the future.

**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

**Strategic Site**

Sites that have been identified as having strategic importance in implementing the Core Strategy.

**Strategic Objectives**

These are a series of high level objectives that are aimed at achieving the Spatial Vision.